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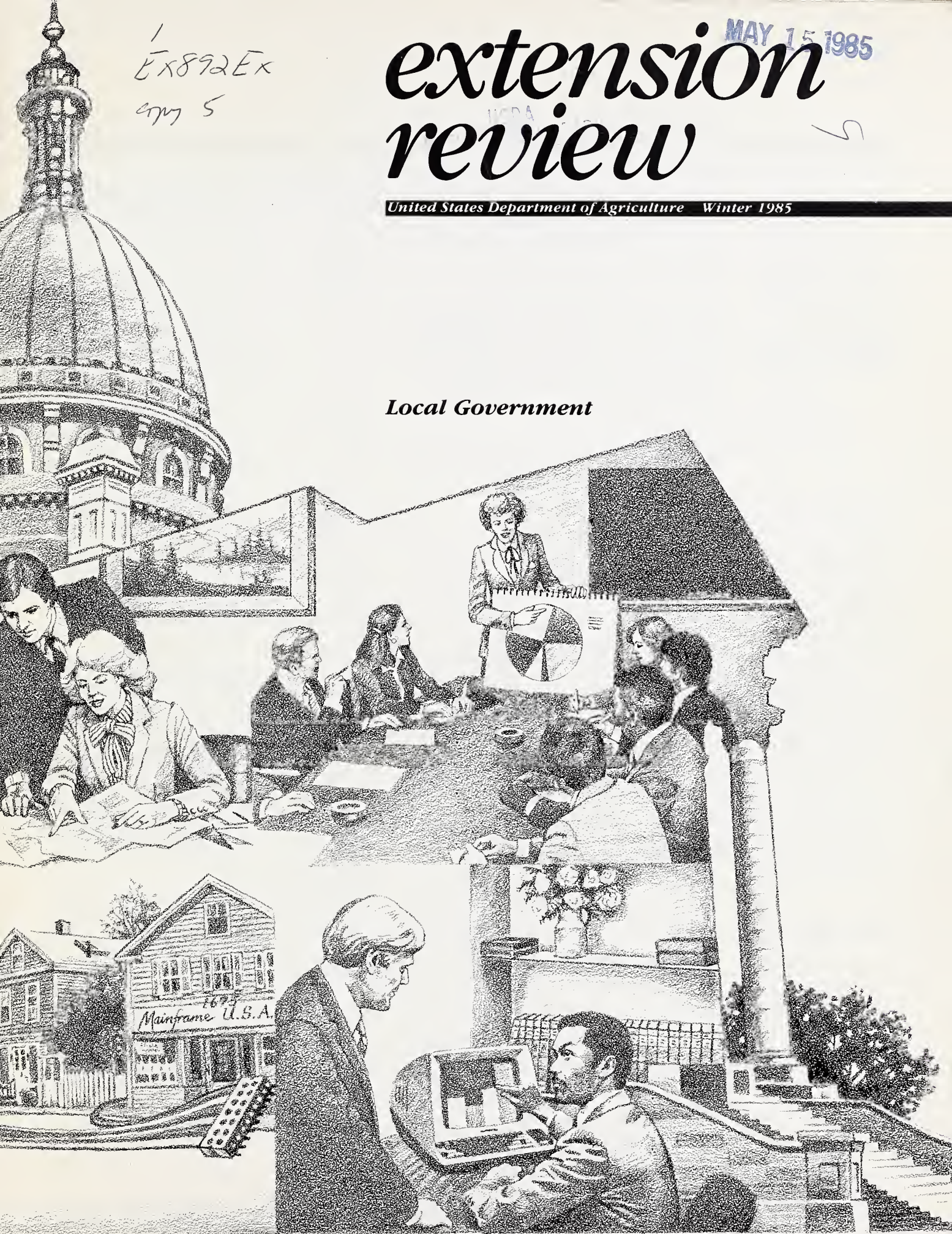
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extension review

MAY 15 1985

United States Department of Agriculture Winter 1985

Local Government



Local Government Extension Programs

2 Extension Review

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Subcommittee on
Community Resource
Development and
Public Affairs**

Cooperative Extension has taken pride in its strong base of support by county government and the involvement of clientele in program development. Part of the Extension mission is to improve community services and institutions and to increase the quality of life in rural America.

Local government and community organization education was one of three major program thrusts identified in a statement on program directions for the 1980s in community resource development. This program thrust was approved by the Extension Committee on Organization and Policy in 1983.

Extension in the 80's also lists as part of the Extension mission strengthening the capabilities of local governments to deal more effectively with public issues and local problems.

Expanding Role

The role and responsibility of local government has broadened in recent years and will continue to do so as twin pressures occur. The first is the demands of citizens for effective and efficient performance, and the second is a trend toward decentralization of government authority. Cooperative Extension, with its research and knowledge base within the land-grant university system, and the U.S. Department of Agriculture can provide a variety of educational programs supportive of local government. The programs described in this issue reflect both the diversity and the depth of programming possibilities.

Issues facing local government were highlighted at an international conference of the Organization for Economic Cooperation and Development in April 1984. Delegates from 14 European countries indicated that they are facing problems similar to those in the United States. Some general trends include:

- Population growth and redistribution;
- Increasing diversity of economic activities in rural areas, along with a closer linkage or dependence on national or international economic developments;
- Reexamination of the institutional structure and distribution of functions among different levels of government; and
- Increasing efforts to effectively mobilize local citizen resources for decisionmaking.

Essentials For A Changing Environment

There are three broad areas in which local government must be able to deal effectively with the rapidly changing environment in which

they operate. The first area is in *obtaining needed information for decisionmaking*. In addition to statistical data, this includes information on government policies, citizen preferences, and research results on local government programs. It is not only a question of access to information, but also involves the ability of local governments to assimilate this information and use it for planning and decisionmaking.

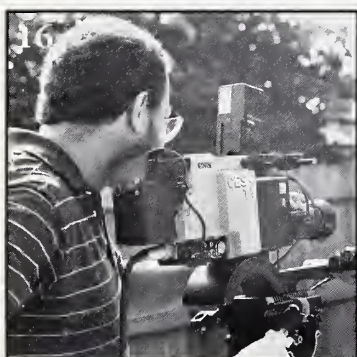
The second area is *appropriate technology for local government*. The hardware includes all the tools, machines, and equipment to carry out programs, including the rapidly expanding computer choices. Of equal importance is the software to make the hardware work. Software means organizational forms, legal provisions, institutional structures, financial structures, knowledge and experience.

The third area is capacity, which means the *formal authority to carry out programs*, the *management skills and leadership* for effectiveness, and the *fiscal capacity* to fund itself. Cooperative Extension programs can provide direct educational assistance in information for decisionmaking, appropriate technology, management training, and leadership development.

Sorting Out The Swirl

We are living in an age where information and new technology swirl about us in great abundance. The challenge to Extension is to help sort out the more relevant and useful pieces that can contribute to improved local government performance.

A national Extension task force on local government education is just completing its work, which will recommend programs, staff training, target audiences, and continued materials development. In September 1985, a national CRD workshop will have local government as one of the topics for sharing of program successes. To the extent that Extension can provide educational assistance to improve the functioning of local government, it will create a solid foundation for economic and social development in local areas. □



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The *Extension Review*, quarterly publication of the Extension Service is for Extension Educators in county, state and USDA agencies. The Secretary of Agriculture has determined that the publication of this periodical is necessary in the transaction of the public business required by law of the Department. Use of funds for printing this periodical has been approved by the Director of the Office of Management and Budget through September 30, 1985. The Review is issued free by Law to workers engaged in Extension activities for sale by the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402. Send manuscript inquiries to: The Editor, Extension Service, Room 3428-S, USDA, Washington, D.C. 20250. Telephone (202)447-4651.

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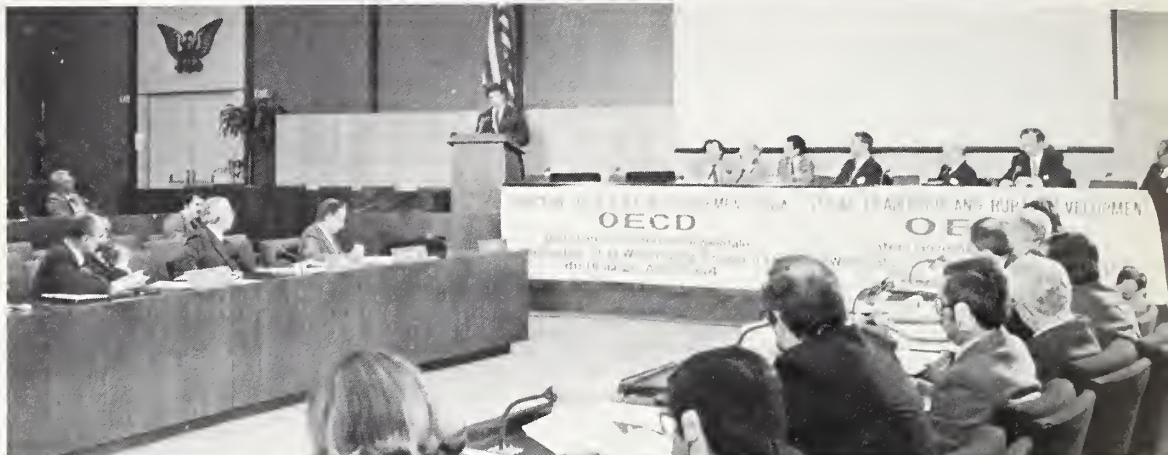
Rural Change And Development:

International Public Management Decisions

4 Extension Review



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The capacity of rural governments and local leadership to cope with rural change and development is not only an international concern but also an issue of special interest to the United States.

The United States Department of Agriculture (USDA) recognizes that if decentralization of federal programs is to be successful, efforts must be made to support state and local authorities in undertaking effective rural development policies. The Secretary of Agriculture and the Assistant Secretary for Science and Education, in the Food and Agricultural Sciences Joint Council 5-year plan of work, state that the "development of organizational and leadership skills to sustain the improvement of rural institutions and the quality of rural life" remains an important long-term USDA goal.

National-International Emphasis

To sustain this goal, the United States hosted an international meeting on Local Leadership and Rural Development in April 1984. The meeting was a third step in the work undertaken by the Organization for Economic Cooperation and Development (OECD) Technical Co-operation Committee (TECO) in the field of rural public management.* The first step (1981) was a symposium at the OECD headquarters in Paris, France. At that meeting, 20 member countries met to examine the changing requirements of rural governments and the issues raised by the dynamics of rural change. This symposium identified the fact that several OECD countries had initiated new approaches to the question of rural governance. The symposium recognized

that many partners, from both the public and private sectors, now play an active role in the management of rural development efforts.

Meeting In Italy

Pursuing this theme the government of Italy hosted a meeting (1983) that focused on ways for promoting the development of rural entrepreneurial capacities. This meeting examined alternative government policy instruments and methods for strengthening both service networks and financial support mechanisms appropriate to develop private entrepreneurship in rural areas.

The U.S. meeting was convened to explore the area of shared governmental responsibility for rural public management. The meeting was an official OECD international meeting, hosted by the USDA Office of the Under Secretary for Small Community and Rural Development. The Extension Service, Economic Research Service, and the Office of Rural Development Policy, with the Virginia Cooperative Extension Service at Virginia Polytechnic Institute, provided the organizational support for the meeting.

Specifically, the meeting focused on the organizational and managerial weaknesses which need to be overcome to implement government policy and to allow the full exercise of local leadership to meet local requirements. Three broad issues of effective public management as they affect rural governments were considered: 1. Formal authority; 2. Decisionmaking ability; and 3. Program implementation.

Role of State, and Local Governments

In the keynote presentation, Missouri's Governor Bond urged the delegates "to recognize the increasing global economic interdependence" of

* OECD is a group of twenty-four member countries representing advanced industrial democracies from Europe, North America, and Asia. The organization grew out of the Marshall Plan that helped Europe recover from the devastation of World War II.

rural areas. Universal trends impacting OECD member countries include: changes in rural migration patterns, the scale of agriculture enterprises, and attitudes toward government. The "cumulative effects challenge local leaders to do more with less . . . have broader legal and financial authority . . . increase capacity to articulate policy . . . attract and manage human and financial resources." Also, an "ability . . . to acquire, process, and use information that is current, reliable, and sensitive to local concerns."

The Governor identified seven issues: 1) The states' role in rural development as allocators of benefits, catalysts in sorting intergovernmental affairs, initiators of creative efforts, and protectors of basic constitutional rights; 2) Larger farms driven by scientific breakthroughs; 3) State government support of basic and applied research to benefit rural areas; 4) Cooperation among governments; 5) Quality education, with adult education and information programs for rural citizens; 6) Impacts on rural family, community and church; 7) Communities replacing social and welfare functions of federal and state/governments.

Rural Government Capacity: Institutional Authority and Local Leadership

Rural government "capacity" consists of three major components: formal authority to carry out essential functions; adequate finances; and leadership to assure that governmental authority and resources are used wisely . . . according to an analysis presented by J. Norman Reid (U.S.) in the principal focus theme paper. Rural conditions (small population, low densities, and isolation) justify special policies for rural areas. There are four decentralization questions: 1) How authority is to be reallocated; 2) How to finance a decentralized system; 3) How to strengthen local leadership capacity; and, 4) How to restructure central institutions to function effectively?

Information For Decisionmaking

"The objective is not merely better information on rural areas, but better decisionmaking by rural leaders," argued Barry Wellar (Canada), second of the commissioned authors. "Is the information relationship among rural governments and other levels of government dependent, interdependent, or independent?" Rural governments must have the capacity to both utilize the information provided and to take full advantage of any information resources created. On the other hand, improved capacity without adequate information is in its own way wasted or excess capacity.

The information problem is compounded by three major developments: societal restructuring, devolution of responsibility, and rural revitalization. An appreciation for the origins and status of information is critical to understanding rural government decisionmaking problems and prospects.

Technology for Rural Governments

"Strong decentralization, devolution and local autonomy trends are logical reactions to the difficulty of managing increasingly complex public services and facilities on a highly centralized basis," said Nicolas Jequier (Switzerland), the third author. Jequier suggested that we are witnessing the beginning of a major new type of political system, the establishment of new forms of partnerships between central and local governments, and between the public and private sectors. These new partnerships raise issues concerning the sharing of power, social organization and institutional innovations. Local governments need a capacity to evaluate technological alternatives and interact successfully with private industry and central government authorities.

However, the appropriateness of technology depends on the social and cultural values which led to development and the economic priorities concerning diffusion.

Some of the most innovative technologies include organizational forms, institutional structures, legal provisions, managerial tools, financial structures, knowledge and experience. It is a combination of hardware and software that make for the most effective innovations.

Virginia Extension Partnerships

After introductory meetings in Washington, D.C., the Nation's Capital, the international delegates traveled to rural Virginia. To gain an understanding of how local governments can work on their own, and in cooperation with state and national governments, they visited two Virginia counties. The delegates spent a day in Hanover County, meeting with local government and business officials—a second day they toured Surry County.



The USDA Office of the Under Secretary for Small Community and Rural Development—with organizational support from Extension Service and other agencies—hosted an international meeting of the Organization for Economic Cooperation and Development (OECD) in Washington, D.C. in April, 1984. Participants explored shared governmental responsibility for rural public management.





Diversified Attractions

Major focus for these tours was how rural governments conduct economic development programs. In Hanover County, the delegates visited the Kings Dominion theme park, Bear Island Paper Company, and Hanover Industrial Air Park, examples of the county's diversified economic operations. A slide presentation highlighted the county's rural and suburban qualities: horseback riding to live entertainment in a 250-year-old tavern, activities that can be quickly traded for beaches, the Blue Ridge Mountains, or the Nation's Capital.

The group also learned firsthand about the county's planning process and the relationship among federal, state, and local governments. County Planning Director John Hodges said Hanover "is relatively well-off in terms of unemployment" and has done a lot without the assistance of federal funds. Assistant County Administrator John Fairburn said a "conscious decision" was made not to use federal assistance to build the county's airport. Only state and county money helped develop the \$690,000 site.

Community Improvement Projects

A day later in Surry County, the delegates again looked at economic development concerns. Instead of concentrating on industrial activity, they focused on the interdependence between agricultural and rural development. The delegates learned about community improvement projects including human services programs conducted out of the new community center building, saw demonstrations of a refuse collection system, rural emergency medical treatment service, and volunteer fire department.

Officials of both counties stressed the crucial role of volunteers and that many local officials are, in fact, volunteers. Citizens volunteer to run for elected offices and others serve on advisory and planning committees. The message was that most—if not all—people involved in rural government are volunteering their services in an effort to make their communities better places to live. (The delegates further experienced this volunteer spirit when Extension Homemakers prepared and served a plantation lunch in historic Hanover Tavern.)

Role Of Land-Grant Universities

Another aspect of American intergovernmental cooperation that impressed many OECD delegates was the role of the land-grant university and Extension Service, USDA, in providing assistance, information, and expertise to local governments. "We really tried to show these visitors how the university and Extension Serv-

ice provide a valuable partnership between business and local government," says Extension CRD Program Leader at Virginia Tech, J. Douglas McAlister.

Many delegates were impressed by the fact that rural governments get technical expertise from the university on how to solve local problems. English delegate, David Waymouth, praised the Extension Service as "a particularly inspired way" to get helpful information from the universities to local governments. "I wish our universities would realize the need to feed back that way," Waymouth says.

The visitors asked questions about the county budget, public hearings, cooperation with state and federal governments, the nearby Virginia Power Company nuclear plant and the Kepone pollution of the James River. They listened to explanations concerning county functions and appreciated the "nuts and bolts" approach offered by the county officials.

"I'm not accustomed to such practical discussion of problems," says Maria Romana of Italy. In her role at the defense department in Rome, she says, she usually hears theoretical and general discussions. The practical approach, she says, "is better for the people."

A Challenge And Opportunity

Mitchell R. Geasler, Virginia Tech Vice Provost, and Director of the Virginia Cooperative Extension Service, says that he saw the OECD meeting as both a challenge and an opportunity: an opportunity not just to showcase our community development efforts, but also to acquaint the delegates with our commitment to rural and international development. "Our community development and Extension staff is committed to the goal of transferring campus-based knowledge and experience to people who need the knowledge. Whether that be in our state or in another part of the world," Geasler says.

"In many western industrialized nations, universities do not play a role in advising government leaders. The American system of conducting both basic and applied research, and using the findings to help local, state, and federal governments is a wholly new concept." □

Local Government Dollars And Sense

"In our county, the value of real property for tax purposes has not been updated in 20 years. Should we undertake a countywide revaluation of our real property tax base?"

County, municipal, and school officials along with business owners, farmers, homeowners, and other citizens from an area in rural north central Pennsylvania were debating this question. The debate, often heated, centered on several key issues:

- What is involved in carrying out a countywide re-evaluation of real property, how long will it take, how much will it cost, and can we afford it?
- Would a revaluation result in higher real property taxes? If so, for whom?
- Would a revaluation improve the fairness of the real property tax system? How would different taxpayers be affected?
- Do local governments need the greater financial flexibility that a revaluation would provide? Which local governments would benefit the most?

Programs On Finance Education

Penn State Extension community economics specialists help local government officials and other citizens in the state better understand these issues through a program called "Real Property Tax Assessment and Administration."

"Real Property Tax Assessment and Administration" involves 3 sessions (7-9 hours) of presentation, discussion, and workshop activities in a community setting.

Topics covered include the importance of real property tax revenues for local governments, assessment laws, real property valuation techniques, assessor qualifications and duties, assessment office organization and activities, assessment appeals, tax bill calculation, collection procedures, and revaluation strategies.

Basic Principles

Certain basic principles, teaching objectives, and operating procedures are common to development and delivery of all Pennsylvania Extension local government finance programs.

Eight procedures are important:

1. Identify a niche in the network of public and private sector providers.
2. Gain and maintain visibility.
3. Deliver programs at the local or county level, and coordinate these programs.
4. Rely on a sequence of several two to three hour workshops.
5. Work continually to update, expand, and improve available educational materials.
6. Evaluate programs regularly to determine participant knowledge gain and ideas.
7. Provide inservice education keyed to current and emerging issues and program offerings.
8. Conduct applied research keyed to important Pennsylvania local government finance issues.

Emphases

Identification of a programming niche helps community economics specialists to design and deliver programs that complement those of other providers as well as target audiences.

Gaining and maintaining visibility is critical for building program support. Visibility is generated through an active schedule of teaching, preparing, and distributing educational materials.

Most Extension programs need strong research support. Extension's community economics specialists do their own applied research, but also rely on research results from other universities as well as government agencies.

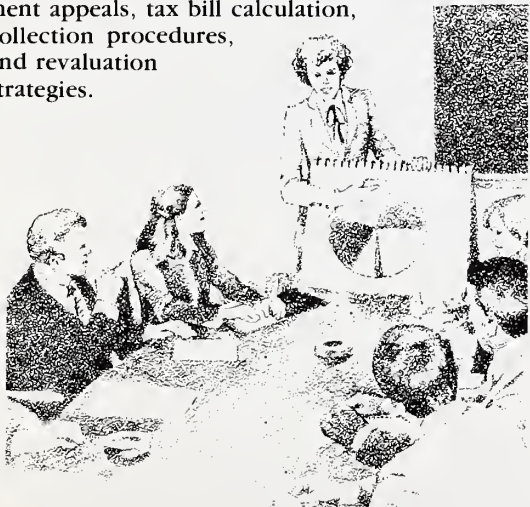
Results

Since 1977, approximately 500 officials and other citizens have participated in the local government finance education program.

Survey results of the course have indicated a "positive response," especially from real estate assessors and county commissioners. From 75 to 80 percent of the participants have indicated that they experienced an "increase in understanding and knowledge of the subject" after taking the program.

Pennsylvania Extension's local government finance education programs are designed to help participants manage their local government dollars more effectively. □

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Oregon Tax Revolt: A Teachable Moment

8 *Extension Review*

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In Oregon, as one voter wryly observed before the November 1984 general election, nothing is certain except death and property tax limitations. Indeed, since California's Proposition 13 signaled the nationwide tax revolt in 1978, Oregonians have voted on no less than five Proposition 13-inspired tax limitation measures.

The Oregon State University Extension Community Development staff looked upon the tax measures as golden opportunities—those fabled “teachable moments”—when Oregonians would be receptive to educational programs about the state tax system.

The OSU Extension Community Development Program has conducted educational programs in local government finance for more than 20 years. Those efforts firmly established Extension's reputation for delivering accurate, objective information about local government issues—information that presented the facts and let people make their own decisions based on them.

Tax Limitation Measures

The tax limitation measures did pose some special problems. It was necessary to reach as many Oregonians as possible in a timely manner, but reliable information on the ballot measures was not available until just 2 months before the election.

That meant materials had to be developed in September and distributed quickly, which required close cooperation between the Community Development specialist and the OSU Office of Agricultural Communications. It also meant relying heavily on publications and mass media rather than more personalized methods of reaching the public.

The 1978 ballot carried two tax measures, one a Proposition 13 look-alike and the other a measure proposed by the state legislature. Extension prepared circulars explaining each of the ballot measures and a publication that showed how major components of the existing system would change under each of the proposed ballot measures.

Statewide Distribution

More than 50,000 copies of these materials were distributed statewide through county Extension offices and to local and state decisionmakers with the cooperation of the League of Oregon Cities and the Association of Oregon Counties. In addition, the Agricultural Communications Office prepared news releases featuring the Community Development specialist for use by both print and electronic media.

Both tax measures went down to defeat. In 1980, another property tax measure came before the people. Once again, Extension prepared a circular describing the existing system and how it would change under the proposed limitation.

This measure, too, was defeated, partly because a new state-wide property tax relief program had substantially reduced property taxes.

In 1982, the economic situation in Oregon had changed dramatically. The recession precipitated a state fiscal crisis that led to a decline in property tax relief payments. The ensuing pressure for property tax relief resulted in another California-type tax limitation measure on the November 1982 ballot.

Once again, OSU Extension produced and distributed a circular showing how major elements of the existing tax system would be affected by the proposed tax measure. Moreover, the Community Development specialist saw an opportunity this time that had not been present before.

Impact Analysis and Dissemination

By the fall of 1982, California's Proposition 13 had been in effect for four years. In Oregon, people on both sides of the tax limitation issue were making claims about the success or failure of the California experience. In order to correct distortions on both sides, Extension published a report analyzing the impact of Proposition 13 in California and the implications for Oregon.

This report was mailed to the editorial page editors of newspapers throughout the state as well as to local officials and decisionmakers. More than 80,000 copies of the other publication were distributed to voters throughout the state.

Once again, the voters, this time by a margin of less than one percent, rejected the proposed tax limitation. Given the closeness of the defeat, it was no surprise when another tax limitation measure appeared on the November 1984 ballot. For Extension, the situation was the same as before. Reliable information about the ballot measure was not available until September, which meant a rapid response was absolutely required.

Tax Information Kit

Extension's response this time was much more ambitious. In September 1984, Extension teamed up with local government specialists at the University of Oregon's Bureau of Governmental Research and Service to produce a tax information kit.

The tax kit contained five short publications describing the ballot measure, a description of how Oregon's tax system had changed over

OREGON'S TAX SYSTEM & BALLOT MEASURE 2

A PUBLIC SERVICE OF OREGON STATE
UNIVERSITY EXTENSION SERVICE AND
BUREAU OF GOVERNMENTAL RESEARCH
AND SERVICE, UNIVERSITY OF OREGON

The Impact of Tax and Expenditure Limitations: An Overview

Oregon Governmental Finances Compared With Other States

Comparison of state and local government revenue

Table 1 shows per capita general and local government revenue in 1980 for Oregon and for the 49 other states and the District of Columbia. Table 2 shows the ratio of each state's revenue to the national average.

Measure 2 and Oregon's Tax System

Oregon's Tax System in Context

Growth, Balance, and Progressivity in Oregon's State-Local Tax System, 1967-1983

time, a comparison of Oregon's tax system with those of other states, and a summary of the effects of tax limitations in other states.

These publications were speeded through the printing process because of the ability to telecommunicate manuscripts from the Agricultural Communications Office directly into the typesetting system at the OSU Department of Printing.

Extension distributed 2,800 tax kits to legislators, school administrators, county commissioners, local officials, and proponents and opponents of the measure. Editorial page editors of the state's daily newspapers and farm press as well as television public service directors, also received the kit.

Again, thanks to modern word processing capabilities, the recipients of the media mailings received a personally addressed letter from OSU President Robert MacVicar describing the kit and its purposes.

Getting Out The Facts

In addition, two publications in the tax kit, a description of how the present tax system would change under the proposed tax measure, and a summary of the major points of the other publications in the kit, were produced and distributed in quantity. In all, more than 65,000 of these publications were distributed.

The Community Development specialist also took part in radio, television, and newspaper interviews in many areas of the state.

Widespread Impact

County Extension offices also played an active role in disseminating the information. Two counties reproduced the two mass distribution publications in their Extension newsletters. In populous Washington County, the Extension office distributed 11,000 copies of the two mass publications through local school districts and the county library system as well as through their more traditional methods.

For the fifth time since 1978, the voters of Oregon turned down the tax limitation measure—again by less than a one percent margin. OSU Extension did not campaign for or against the issue, but its materials did provide accurate, unbiased information that certainly helped many voters make an informed decision when they entered the voting booth. □



Bureau of Governmental Research
and Service, University of Oregon



When Local Officials Need Information

10 Extension Review

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Frances Welsh, city clerk of Colchester, Illinois (population 1,747), explains that what she likes most about an ongoing series of information programs for municipal clerks is that "they're geared to small municipalities." "Most clerks come into this job without training to be a city clerk," she says. "You just sort of get the job and here you are. I've been here almost 12 years. I have grown with my job, but I'd feel sorry for anybody that would have to take it over now. There are so many more responsibilities and requirements than there were 12 years ago."

The information programs Welsh is attending are sponsored by the Community Information and Education Service (CIES), a cooperative project of the University of Illinois' Cooperative Extension Service and Office of Continuing Education and Public Service with five central Illinois community colleges. The colleges are Carl Sandburg College, Lake Land College, Lincoln Land Community College, Richland Community College, and Spoon River College.

The Project's purpose is to provide needed information and education programs for local officials and community leaders of central Illinois. Officials and leaders at the local level are constantly confronting changes that affect their public roles and their communities, but they often lack the information necessary to adequately respond to these changes.

As Canton Township Supervisor Maralee Overcash explains, "Changes in local government have created a need for information and education programs for local officials." Overcash is attending a series of CIES programs for township officials. "What I'm interested in is the laws that govern what I do," she says. "They've changed a lot just over the last 2 years. I've changed my whole office procedure."

According to Overcash, officials from small townships often don't have a chance to attend educational programs. "Smaller townships need the education, but they don't go to a lot of meetings," she explains. "They don't have the funds." CIES programs, however, are convenient and inexpensive. "These programs are cheap, only a minimal charge. This gives smaller townships a chance to get educated, which we are going to have to be—that's all there is to it. We need these programs," says Overcash.

Gearing Programs To Local Officials

When the CIES Project was first initiated in 1980, with a 4-year grant from the W. K. Kellogg Foundation of Battle Creek, Michigan, staff thought it was important that programs be geared to local officials rather than attempting to gear local officials to programs.

The central questions staff have asked throughout the last 4 years, and especially during the first year, are: What types of information do local government officials want and what is the best way to deliver that information? To answer these questions, CIES staff conducted a variety of activities.

For example, during the first year, the Cooperative Extension Service and Lincoln Land Community College sponsored a panel discussion for a group of local officials and agency and association representatives in Springfield. A panel of local officials identified the types of information and educational programs that they and their colleagues would find helpful. Agency and association representatives responded with a description of the programs and materials that their organizations had to offer. Gaps between training needs and training programs were then identified.

Left: Members of Community Information and Education Service (CIES) Lincoln Land District Advisory Committee are local community leaders and local officials. They meet to assist CIES staff at the University of Illinois to determine education program needs for local officials of central Illinois.

Right: Data from questionnaires completed by CIES program participants are entered into the Computer Aided Program Evaluation (CAPE) system so program planners will have participant reactions to aspects of the program format and content.



CIES staff also worked closely with officials on local advisory committees, conducted needs surveys of various types of officials, and used the Project's Computer Aided Program Evaluation (CAPE) system as a vehicle for collecting information on local official program preferences.

With the CAPE system, data from questionnaires completed by program participants are processed by a computer. The computer printout provides program planners with participant reactions to various aspects of the program format and content. Also helpful are participants' suggestions for program topics and formats recorded on the questionnaires. Data from all programs are compiled by the computer so that responses to individual programs can be compared with total responses to all programs.

According to evaluation information about 50 percent of officials participating in CIES programs are from small communities with populations less than 2,500. Many of these officials serve in their public roles on a part-time basis; few have had formal training for their positions.

Program Preferences

From various assessments, CIES staff determined the following generalizations about program preferences of local officials:

Specific program topics vary according to the office officials hold, but general topics that central Illinois officials want information on include—

- Financial management of local government programs, including information on budget planning and funding sources.
- Parliamentary procedures.
- Supervisory skills.
- Legislative updates and information on how to comply with new legislation.
- Personnel management, including information on developing job descriptions and personnel evaluations.
- Information on the interrelationships between local government decisions and economic development.
- Orientations for newly elected officials.

With respect to program format, officials prefer programs that focus sharply on specific, relevant topics and that bring together individuals with the same responsibilities and problems.

Presenters who are familiar with the specific problems of local government and who use materials designed for the particular audience are also preferred.

In addition, officials want programs offered at convenient times. For example, in rural areas, winter months are most convenient because many officials are engaged in agriculture during other seasons. Programs also should be offered close to home. These officials are busy individuals who do not have time to drive to larger cities, such as Chicago and Springfield, for programs.

“

***Officials prefer programs
that focus sharply on
specific, relevant topics...***

”

Finally, program information should be presented orally. Although state and federal agencies often provide stacks of printed information to local officials, participants do not have time to read the materials. They prefer discussions that allow for questions and answers among each other and with the presenters.

Based upon evaluation data, CIES program participants respond most favorably to programs that allow 50 to 60 percent of program time to presentations; 22 to 28 percent of the time for questions and answers; 10 to 13 percent of the time for breaks; and the remainder of time for announcements and other administrative details.

Involving Officials and Presenters

In developing programs, Project staff find it important to get both local officials and program presenters involved in the needs assessment and program planning process.

CIES uses a variety of program presenters from the university, state government, and associations; however, participants tend to find experienced local officials the most helpful.

Participants also continue to comment that just getting together with their colleagues is important. As City Clerk Welsh explains, “Sometimes I’ve felt like I’m kind of out here on my own. It’s real helpful just to talk to other city clerks—to know that you have the same problems.” □

Task Force For Rural Transportation

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A new Extension Service project is underway to help tackle the serious problem of deteriorating roads and bridges in rural areas. This new project was stimulated by a recent ECOP Transportation Task Force finding that there are few organized training approaches and educational materials to aid Extension educators in responding to the growing demand for help with rural transportation issues. In many states, Extension's commitment to facilitating solutions to rural transportation issues will become increasingly important for maintaining the future social and economic vitality of rural communities.

Transportation: Critical to Rural Vitality

Maintaining an efficient highway network is particularly important for agriculture. Farmers and agribusiness firms rely more heavily on the highway system for moving their products than do other sectors of the economy. At least one-third of farm inputs and raw agricultural commodities and nearly half of all

manufactured food products are shipped by truck. This reliance on the highway network should increase since many rail lines that served rural areas are being abandoned.

Detours associated with inadequate roads and bridges are costly. A recent study by The Pennsylvania State University found that it costs an average of \$1.08 per mile to haul milk from the farm to the processor. So a 10-mile detour could cost about \$10.08 each trip. Since milk is normally picked up every other day, the added transportation cost can be high. Ultimately, such increased costs can lead to a rise in the number of bankruptcies of agricultural enterprises and to high prices for consumers.

The Economics Of Repair

Deficient roads and bridges can also add to costs of transporting nonagricultural products produced in rural areas, as well as making it less attractive to shop in the downtowns of rural communities. Rural taxpayers suffer too. The need to reroute school buses around

unsafe bridges is increasingly common. In one rural mid-western community this practice costs school districts an extra \$12,000 per year.

Improvement of deficient roads and bridges can reduce local taxes and transportation costs. These reductions can encourage potential employers to start or expand operations in rural areas, and can prevent existing business from failing.

Task Force Formed

The Agricultural Transportation Task Force was formed to: (1) identify the roads and bridges in the state that were most critical to agricultural transportation; and, (2) identify the obstructions on that network. The task force included representatives from a variety of federal, state, and local government and farm organizations. USDA's Office of Transportation was the principal facilitator for this effort.

The task group decided that the most effective way to identify essential rural roads and their obstructions was to draw on the local knowledge of farm and planning organizations in each county.

The Pennsylvania Cooperative Extension Service helped arrange a meeting between officials of The Pennsylvania Department of Transportation and the agricultural leadership in each of Pennsylvania's 67 counties. Leaders in each county were asked to identify the essential rural access roads, key highways, and the obstructions on this network.

This network of key rural roads was dubbed the "Agri-Access Network."

Identifying Obstructions

As a result of the meetings, the agricultural committee identified nearly 600 obstructions. Of these, 489 are bridge obstructions, 312 of them restricted with weight limits.

Before the study, 88 of the bridge obstructions were included in the state's major bridge improvement program. As a direct result of the Agricultural Transportation Task Force's efforts, \$58 million of the \$130 million approved in the latest update of the state's road and bridge improvement program was allocated to repair 49 bridges on the Agri-Access Network.

The study also generated information on the primary agricultural activities in each county. Agricultural representatives identified over 2,400 generator locations of heavy truck loads such as dairies, processing plants, feed mills, and fertilizer plants. This information helps define the relationships between agricultural activities and the road and bridge network.

The Agri-Access Network Study has produced other benefits in addition to the improvements in the rural transportation system. One benefit is the formation of a responsive communication network. The study clearly showed the merit of good working relationships among agricultural interest groups and local, federal, and state governments in solving common transportation problems together. The communication links established in each county will, we hope, continue and provide for improved understanding between the transportation and agricultural sectors.

Transportation Education

The ECOP Transportation Task Force found significant and growing demand for rural transportation education programs, but learned that Extension specialists and agents have few organized educational programs with which to respond. Most States do not have Extension transportation specialists. Most do have CRD specialists, and area, or county agents who can carry out such programs. To assist them, the task

force recently made available a 3-ring binder of materials on transportation subjects.

The approach developed for the Pennsylvania Agri-Access Program can serve as a basis for a training plan and educational materials. A 30-minute videotape and a bulletin describing the Pennsylvania Agri-Access program are available to interested Extension workers.

These materials can be used as a starting point for discussions with farm organizations, and state and local agencies interested in improving rural transportation. You can obtain these materials from USDA's Office of Transportation or the Pennsylvania Cooperative Extension Service.

New Project Underway

A new cooperative project between The Pennsylvania State Extension Service and Extension Service-USDA is underway

to develop additional materials for educational programs on rural transportation problems. The authors, Extension Specialists at The Pennsylvania State University, are the project leaders. Members of the advisory committee are Donald L. Nelson, USDA-Extension; Wesley Kriebel and Ruth McWilliams, USDA Office of Transportation; Theodore Alter, Pennsylvania State Extension; and Theodore Wallin, College of Business, Syracuse University.

A workshop, to be held late in the spring of 1985, will focus on transportation issues in the Northeast, and it is designed to produce ideas and support materials for developing Extension education programs. The 1½-day session should interest specialists and agents interested in rural transportation issues. □



Computers For Communities— A Pathway For Programs

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**Computer Bits
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Extension specialists are finding that computerized programs for local government officials are good "door openers" for allowing the introduction of other Extension community development programs.

Texas

Texas county officials have shown great interest in a "Computers in Local Government" workshop that permits CRD specialists to subtly introduce other programs and decision aids.

"In most of these workshops, we are staying with the basics—what is a computer, how do we use one, how would we select one," says Mike Woods, community services specialist with the Texas Agricultural Extension Service.

When local officials begin to see the potential for computer use in government, the door opens a little wider for introducing computerized programs in community service budgeting. These budgeting programs can help local officials determine the cost of providing community services.

Oklahoma

Then the door swings even wider for local governments to consider the benefits of software programs that can predict the impact of growth or decline in a community. Computerized impact assessment/economic analysis models can estimate the impact of economic growth resulting from establishment of a new industry in a community. These models provide projections of such economic information as employment, income, city and county population, community service requirements, and revenue by source.

One central figure in the development of computerized programs to help local government officials is Oklahoma Extension Economist Gerald Doeksen. He and his Oklahoma State University colleagues were among the first to develop computer programs to help local officials plan and budget community services.

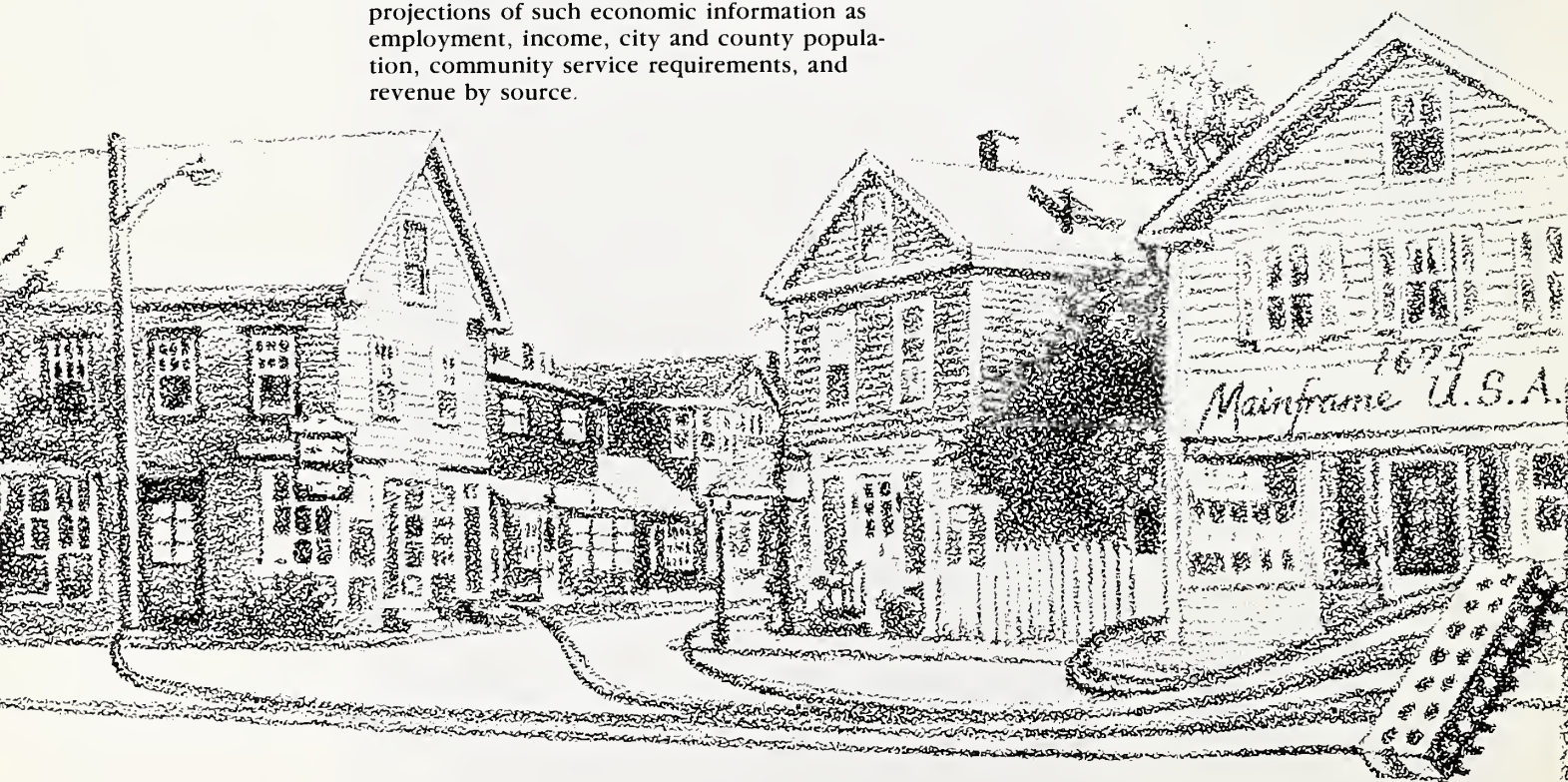
Doeksen's computerized model to quickly analyze community health care options earned him the 1984 Outstanding Rural Health Research Award of the American Rural Health Association.

Money Games

"Town leaders can play 'what if' games with the computer," Doeksen says. "What if the town constructs a health clinic and charges X amount of rent to the physician? Will the town break even? What if the rent is raised by X amount?"

"The exciting thing about this program is that it permits local officials to project revenues and estimate expenditures while varying assumptions about service delivery," he says.

More than 300 Oklahoma towns have used the local decisions software to plan for emergency medical services, fire protection, health clinics, water and sewer systems, rental apartments, solid waste collection and disposal systems, and transportation services for handicapped and elderly residents.



Like Texas, other Extension Services have obtained the programs from Oklahoma and revised them for local use. Other examples of a wide variety of Extension computer programming in local government management include the following:

Wisconsin

University of Wisconsin Community Development Specialist Dennis Domack and Economist Glen Pulver cooperated to develop a computerized file of available industrial properties in the small towns of Dane County, Wisconsin. Using an IBM XT microcomputer and database software, county Extension specialists can tell business owners wanting to locate or expand everything there is to know about 20 of the 22 communities in the county.

By calling or visiting the county Extension office, business owners can compare their needs with a detailed description of the community's demographic characteristics, industrial parks, industrial sites, and buildings.

Iowa

The Iowa State University Cooperative Extension Service has developed a computerized survey that will quickly and accurately summarize the views of state citizens concerning important community issues.

"Local leaders want to know citizens views on spending precious public dollars, bringing new industry or shops to town, expanding public facilities and so on," says Extension Specialist David Hammond. "And they need the information now, not the next fiscal year."

Towns pay only 25 to 50 cents per questionnaire in exchange for Extension's survey design.

Arkansas

Municipal pools are usually money-losing operations, but a new computer program developed by the Arkansas Cooperative Extension Service may help turn the financial tide for local governments.

A 1982 survey by Extension Specialist Mike Hedges revealed that most of the community pools in Arkansas were constructed with little thought to long-range operations and maintenance.

Motivated by this information, Hedges and Area Community Development Agent Jerome Warner developed a computer program that provides a cost/benefit analysis to help communities determine the exact cost to the city and the amount of customer charges necessary to keep the swimming pool operation out of the red.

Using a \$22,000 grant from the Arkansas Department of Parks and Tourism, Hedges is updating an earlier inventory and using the information to help local officials develop master plans for recreation and park facilities.

Michigan

Extension at Michigan State University has developed computer software to support a financial management system for local governments and public agencies.

After unsuccessful attempts to convert existing software, the Agricultural Economics Department obtained a grant from the regional rural development center at Iowa State University to finance most of the development costs of specially designed software.

Programs are available for Radio Shack (TRS-DOS and TRS-Xenix) CP/M-80 machines and MS/DOS for IBM, PC, Columbia, Corona, and some other PC compatibles.

South Carolina

A 1981 Kellogg Grant opened the way for South Carolina Cooperative Extension Service personnel to apply the use of micromputers to the problems of rural government. Three areas of computer programming include the following:

Utility Billing System

The Clemson Utility Billing System can be used for billing water, sewer, gas, electric, garbage and cable television services. This billing system is designed for maximum of 1800 users per floppy diskette or 4600 users with a hard disk. Some significant features of the system are: (1) all records stay current for customer inquiry; (2) users can be listed by account number, alphabetically and by type of service; (3) account information can be easily maintained; (4) daily totals of gallons used, number of users by category and total paid by category can be retrieved; and (6) late charges can be assessed at the time the municipality sets.

Local Government Personnel Policy

Many of South Carolina's small municipalities and counties have no formal personnel policy. The Extension Service has developed a model personnel policy and placed it on microcomputer. The personnel policy can be adapted to the unique desires and circumstances of each community.

Business License Ordinance

A model Business License Ordinance has been developed and placed on the micro. The model ordinance is a broad spectrum policy that covers virtually every situation a town might encounter when issuing business licenses. □

Florida Outreach: On-Site Cable

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Judy Yates
County Extension
Director
Pinellas County
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To enhance outreach and improve on information delivery to its clientele, Pinellas County Cooperative Extension, in association with the Institute of Food and Agricultural Sciences (IFAS) of the University of Florida, has initiated what is possibly the only on-site, in-house cable television production capability for an Extension county staff in the Nation.

"Extension Cords," the Pinellas County CES cable production, features 30-minute programs dealing with such as agriculture/horticulture, home economics, marine science, and 4-H youth activities.

Seventy years ago, Extension agents of Pinellas County disseminated Extension information through demonstration projects, public meetings, and horse-and-buggy visits to rural families. Today, with multiple audiences, subject matter, and

methodologies, Extension is designed to modify its programs in response to new knowledge and changes in clientele needs. Without discarding traditional methods, Extension education is taking advantage of new technologies as they emerge and become accessible to target audiences.

Traditionally, Extension has reached out to people through direct contact—either through

one-to-one interaction or between Extension personnel and group audiences. However, the limitations of direct contact as well as four current factors—more information, more media, diverse audiences, and less money—make television an increasingly attractive means for Extension to get information to its clientele.

From Tele-Text To Possibility

For Pinellas County Extension, a new communications approach was signaled in December 1983 when a cable channel went on the air designated solely for the use of county government.

Pinellas County Government Access (PCGA) channel's only programming was a 24-hour tele-text crawl—a repeated 15-minute block of news items relating to county government activities. Pinellas County Extension leadership envisioned the unlimited possibilities this media offered: a chance to provide educational video programs, all free of commercials, which could be shown at the times, lengths, and frequencies of its own choosing.

Extension staff received funding from IFAS of the University of Florida, and Pinellas County to secure personnel and equipment to produce educational programs.

A Channel Pioneer

In mid-December, the first Extension program—"Extension Cords"—was aired on PCGA's cable channel. It was also the first video program ever on that media. And because "Extension Cords" drew an impressive audience, PCGA began to piggyback their programs to follow it. Eventually, "Extension Cords" became sandwiched between additional PCGA programs.

Three unique features of the Pinellas County Extension video project are that programs are operated totally

The Extension staff of Pinellas County, Florida, videotapes another 30-minute educational program of "Extension Cords." Pinellas County Cooperative Extension may possess the only in-house on-site cable TV production capability for an Extension county staff in the nation.





within the limits of one county Extension office; each entire 30-minute program is dedicated to one topic to ensure an in-depth approach; all programs are aired on a government access cable channel.

Singular County Capability

Also, to our knowledge, no other such capability exists solely for use by and for one county's staff in a Cooperative Extension office anywhere else in the Nation.

A similar television production operation has been in existence in Suffolk County, New York, for approximately 4 years. However, the Suffolk County video program is a multi-county operation, and aired on channels controlled by entities other than the local government.

Most Extension offices that have been involved with television program development and production usually depend on costly outside facilities which can often impose severe time restraints. These outside facilities might include independent production companies, cable TV company facilities, network affiliates fulfilling public service obligations, and, in some cases land-grant universities, if so equipped.

"Cords" Reaches Out

Through access to a cable TV channel that has been designated solely for use by the county government, this Extension office proposes to "reach out" to the public. For this reason, the program is called "Extension Cords."

Program subjects vary, but all are designed to enhance the quality of life of the county's residents. Each of the eight Extension agents on the staff is responsible for developing programs which are in turn produced by the staff TV producer/Director. Other staff members are also involved in the video productions. Each week there is one 30-minute program and it is shown three times each day (at 10:30 a.m., 12:30 p.m. and 5:30 p.m.), 5 days a week (Monday through Friday). Evening and weekend programs are planned for the future.

Fast-Growing County

The rate of growth in Pinellas County is faster than the entire state average—nearly 20,000 new arrivals settle in the county each year. Of the total number of households in Pinellas County (319,626), it is estimated that 138,500 households or 43 percent are currently subscribing to the services of one of the three local cable television companies. Each of those residences will be able to receive the "Extension Cords" program by 1985.

More than 80 percent of the county's residents are "transplants" from other parts of the Nation, mostly the Midwest and colder climates of the Northeast. Extension programs are designated to assist persons in their adaptation to living in Florida in the hope that newcomers will become more aware of the differences in their previous area of residence and living conditions in Florida.

The Pinellas County Cooperative Extension Service currently reaches approximately 250,000 persons annually by way of workshops, classes, phone calls, walk-in visitors, and newsletters, bulletin mail-outs or correspondence. Through cable TV, an "Extension Cords" program can theoretically reach a potential audience of the more than 180,000 persons (2.5 per household) currently wired into the cable network shown. Obviously, this is an unrealistic expectation.

With the inclusion of additional cable companies interconnected with the County Government Access Channel in 1985, the estimated potential audience for an "Extension Cords" program increases to more than 340,000 persons.

Future Plans

Although "Extension Cords" is currently aired only on Pinellas County Government Access, future plans are to make these programs available to public broadcast and other non-cable television stations, increasing the *potential* viewing audience to that of several million persons. □

Is \$1.2 Billion Being Effectively Managed?

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Township and borough governments in Pennsylvania spent \$1.2 billion in 1980. (All local governments in Pennsylvania spent \$3.9 billion in 1980.) How effectively that money was spent affects the welfare of the 8.4 million Pennsylvanians living in townships and boroughs. The services this money pays for include streets and highways, sewer systems, water systems, police, garbage collection, health and building requirements and codes, fire protection, and emergency management systems.

Township and borough governments must prepare an annual operating budget and monitor how the money received from taxes, user fees, and other sources is actually used. Through the Community Development program, The Pennsylvania Cooperative Extension Service takes an active role in providing knowledge and training in management techniques to local elected and appointed officials. These techniques can be used to evaluate and improve the effectiveness of money management systems and procedures.

Educational Programs

Currently, Extension programming in local government financial management is targeted to smaller township and boroughs. These townships and boroughs frequently have limited resources and cannot afford to hire full-time professionals who specialize in financial management.

In fact, many townships have no full-time office staff, but rely solely on elected officials or part-time secretaries to handle all money management and bookkeeping activities.

Smaller local governments are currently experiencing difficult budgeting and financial management decisions as they face population changes and the effects of plant closings or, in some areas, rapid growth. These local governments need

help with budgeting and financial management activities.

Present Organization

Under the existing structure of Extension in Pennsylvania, local government financial management programs are usually organized by community development area agents in conjunction with, or with the approval of, the county Extension director.

These agents contact potential clientele groups in the county or multi-county region they serve to discuss possible topics for educational programming. These contacts are often with county associations of township or borough governments. Once a program topic is chosen, the area agent or a county agent arranges publicity releases and meeting locations. The speaker for the program may be an Extension specialist, the area agent, or a locally recognized expert.

Area agents perform a vital function for Extension programming in local government financial management in the state.

Financial Management

The financial management programs deals with budgeting, cash flow analysis, using the budget for financial control, auditing, bookkeeping, community service alternatives, and programs on revenue and expenditure structure. The main focus of these programs is to help officials understand and learn to use techniques that will enhance financial management.

Large Potential Audience

This teaching orientation permits Cooperative Extension to work with many more municipalities than would a service-oriented program.

Programs include not only lecture and presentation time, but also reserve a large amount of time for workshop experiences.

Followup

Sessions are held on back-to-back evenings or on the same evening for 2 consecutive weeks. Program evaluation occurs after each teaching session to assess knowledge gained and a followup evaluation is conducted.

Evaluation

The evaluation following each teaching session involves a modified pre/post design, where participants are asked to self-rate their knowledge of certain learning objectives before and as a result of the program. Participants are also asked to give an overall assessment of the program.

Program Participants

Municipalities are often represented by only one individual at Extension programs. One supervisor, council member, or the secretary attends. A problem in trying to encourage changes in financial management practices is that one official, alone, may not be able to institute a change.

Progress To Date

During fiscal year 1984, more than 925 local-elected or appointed officials representing 407 municipalities participated in local government financial management Extension programs. Over half of the participants completing evaluations indicated that they had learned from the programs on financial management, and on average the programs were rated very good.

In many states, almost 1,000 participants representing over 400 local governments would be a lot of contacts and lot of municipalities exposed to recognized financial management practices. In Pennsylvania, however, many more local governments remain to be contacted and included in financial management programming. We can't yet say that all \$1.2 billion handled by all the townships and boroughs is being effectively managed, but we are working on it. □

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*The main
focus of these
programs is
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officials...
learn
techniques
that will
enhance
financial
management.*
”

Turning Garbage To Gold!

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Most people who use computers are familiar with the expression "garbage in, garbage out." In Alabama, we've coined a similar expression—"garbage in, money out,"—as a slogan for some of the work we're doing with local governments in solid waste management.

Solid Waste Management
Computer-assisted economic analyses are only part of a more comprehensive Extension educational program. The program's objective is to improve the quality and economic efficiency of garbage collection and disposal services provided by local governments in both rural and urban areas.

In 1971, Alabama passed its first solid waste management law, which placed responsibility on both counties and municipalities to provide a means of collecting and disposing of garbage. For the first time, many local governments had to decide how to provide this service. Extension agricultural economists assisted local officials with budget development and other information to help them in their decisions.

Financing—A Dilemma
Unfortunately, many local governments (especially those in rural counties) selected methods which did not generate revenues (user fees) and

thus had to be financed from general fund tax monies. During the 1970's the costs of operating these systems increased much more rapidly than did tax revenues. As a result, solid waste management became a major expense for many local governments.

Educational Need
A 1982 visit with the Alabama Department of Environmental Management (ADEM) confirmed the need for a broad-based educational program in solid waste management.

ADEM officials agreed to provide certain types of expertise (primarily on environmental and legal issues) and helped identify other people throughout the state who had experience and expertise in different areas of solid waste management. Extension brought these people together.

Form Association
As a result, a statewide association of solid waste managers was formed and incorporated as a non-profit educational organization and later became affiliated with the international Governmental Refuse Collection and Disposal Association (GRCDA), Inc., as the Alabama Chapter of GRCDA. During its initial year, the organization had 130 members representing 36 counties, 29 cities, and 21 private firms (private garbage collectors, equipment dealers, etc.). During the 1983-84 fiscal year, this new organization, along with Extension and ADEM, cosponsored two statewide educational seminars. More than 200 attended.

The first seminar included presentations on how to determine the real costs of providing solid waste services.

Producing Energy
The second seminar featured waste-to-energy facilities. This seminar included a tour of a new facility in Tuscaloosa. As

a result of these statewide seminars, several local governments requested individual assistance through county Extension offices to solve specific problems.

One County's Problem Solved

Clarke County is a good example. The problem in Clarke was poor participation in the garbage collection program.

With educational assistance from Extension, Clarke County launched a well-organized public awareness campaign. The result was a dramatic increase in participation.

Today, more than 90 percent of the rural residents use the service. The county no longer has to subsidize the solid waste department. There has also been a significant decrease in illegal dumping, which was creating financial and environmental problems for the county.

Value of Program

This overall Extension educational program uses no really new methods or technical skills. Extension's technical involvement has basically been to teach local government officials many of the same economic principals and values of recordkeeping that we have taught farmers and other clientele in the past. The program also uses the abilities of county Extension staffs to gain support for changes necessary to improve the quality and economic efficiency of solid waste collection and disposal systems. □



Small Business— Staying Alive In Rural America

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Beating the bushes for new industry may be one approach to economic development, but the Nation's rural development centers have an equal interest in keeping small business alive and well in rural America.

"We're developing materials that will pave the road for providing small business operators with badly needed management skills," says William W. Linder, director of the Southern Rural Development Center at Mississippi State University (MSU).

The four regional rural development centers provide support staff to the community development efforts of land-grant university Extension Services and experiment stations throughout the country. In addition to the Southern Center at MSU, other regional centers are located at Iowa State University, Oregon State University, and Cornell University.

Regional Efforts

The regional centers are combining efforts to develop and publish national programming materials that will be used by Extension community development specialists to assist independently owned firms in rural and small communities.

"Extension has always been committed to improving the quality of life in rural areas," Linder says. "Small businesses that are independently owned and operated provide employment and income as well as shopping and recreational opportunities that contribute to quality of life."

Linder says that close to 50 percent of all small businesses fail within a year and the primary reason is the low level of management skills among most small firm operators.

"Business people in rural areas aren't always comfortable or familiar with university business schools or state and federal agency programs," he says. "But these same people *are* familiar with their county Cooperative Extension Service offices. Extension has both the capability and the credibility to meet the needs of these small businesses."

Program Materials Available

The national small business programming materials will be available in late spring and distributed to Extension community development units at every land-grant university. Other agencies or individuals will also be able to purchase the materials from the rural development centers.

The format for the materials will be a large three-ring notebook that will include 10 topics essential to good business management.

The topics include customer relations, developing a business plan, forecasting profits and cash flow, time management, visual merchandising, computer use in business, financing a business, analyzing your market, personnel management, and starting a new business.

Assignment: Small Business

"Almost all of this material has been developed by Dennis Fisher at Texas A&M University," Linder says. "Fisher is one of a small number of Extension specialists with specific assignments in the area of small business."

"When Fisher goes into a county, he works with the county agent and perhaps the chamber of commerce or the retail merchants group," Linder says. "He may do an economic analysis of the area or conduct an opinion survey."

"Fisher can take a group of merchants in a town and conduct a 2-hour workshop or a 2-day workshop on almost any topic that will benefit them at the moment," says Linder.

"Many of these small business owners have never had training in visual merchandising or personnel management. They don't know how to forecast their profit and cash flow, he says."

The Southern Rural Development Center has worked with Fisher to make his workshop materials available to other Extension specialists throughout the Nation.

For further information about the national programming materials in small business management, contact the Southern Rural Development Center, Box 5406, Mississippi State, MS, (601) 325-3207. □

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*Photograph Courtesy of the
National Trust for Historic
Preservation*



Fiscal Trends—The Massachusetts Experience

22 Extension Review

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A new fiscal trend analysis service is helping Massachusetts towns assess and improve their financial situation. So far, analyses developed for 21 communities have identified a potential \$4.8 million annually in additional revenues plus \$3.3 million in cost-savings.

Initiated in February 1983, the Fiscal Trends in Massachusetts Communities Extension Program is a variation of the financial and management analysis service offered to farmers through Extension farm management programs. In the Fiscal Trends Program, communities provide the necessary data and, for a fee, a state Extension specialist prepares the analyses.

Conference Sparks Idea

The idea for the program originated when, in May 1981, several Massachusetts Extension specialists attended a local government conference sponsored by the Regional Rural Development Centers and held in Kansas City.

One session focused on the work of the International City Management Association (ICMA). With funding from the National Science Foundation (NSF), ICMA developed a method to describe the financial condition of a local unit of government. Called "Fiscal Trend Monitoring," the method relies on a town's own data and is based on the perception that what is important is what happens over time within the community rather than any particular comparison with other communities.

Measuring Financial Stress

The method is built on 10 year's work by researchers on how to measure financial stress in a community. ICMA developed 36 separate indicators that integrate fiscal, demographic, and economic data. When tracked over time at least 5 years, these indicators provide a meaningful set of trend analyses that describe the financial strengths and weaknesses of a community.

Following the conference, the Extension specialists invested \$40 in ICMA's do-it-yourself manuals. At that point, they didn't know how they were going to use the materials, much less turn them into an Extension program. First, they had to learn a lot more about financial accounting in Massachusetts communities. Just as important, they had to find a way to take an already well-researched and designed program and do something with it that would make it widely used in the state. It was good material, but no Massachusetts community had yet used it.

Developing A Program

The specialists worked with two case towns at different times to see if they could make ICMA's fiscal trend analysis work in a real community and if the method was suitable to a small community, since Extension was primarily interested in serving volunteer-led rural towns.

Constructing the fiscal trends was not an easy task, especially in the first case town. Their financial records were in poor shape—some were actually stored in brown paper bags and shoe boxes.

Adapting The Indicators

Eventually the specialists realized that an adaptation of ICMA's indicators was necessary since some of the revenue sources ICMA had used in constructing certain indicators were not available to Massachusetts communities. Also, data for other indicators did not exist in most town accounting records or were difficult to obtain.

Based on their evaluation and experiences, Extension specialists determined they could adapt ICMA's methodology to provide a fiscal trend analysis service geared to Massachusetts communities. Data for the analyses would be supplied primarily by existing town accounting reports required by the state. The first community to use the service was Sandwich, located on Cape Cod.

Extension sent the town their report in April 1983. In time, Extension contacted over 1,700 local officials throughout the state about the available service.

Reports can too easily sit on the shelf. So, to help communities use the analyses, a workshop is included as part of the service.

After a group of communities—as many as 10—each receive their 85-page analysis and have a chance to review it, Extension brings several members of each community together for an all-day workshop. The morning is spent analyzing and interpreting the trends, while the afternoon is devoted to developing local policies in response to the analysis.

Educating Communities

Some of the program's educational aspects are carried out through promotional efforts. Extension staff distributed an economic and



demographic "snapshot" presenting six major community trends for each of the 351 Massachusetts communities.

Local officials used the information for a variety of purposes. Extension specialists also give presentations about the program to professional and municipal associations across the state. These presentations have contributed to an increased understanding of the need for better information about the financial condition of a community.

In working with communities, specialists observe that some officials are well aware of the problems suggested in the analyses.

Communicating The Problems

These officials use the report as an educational tool to communicate what the problems are to citizens and policymakers. Therefore, the graphs must be clear and persuasive. If there is a trend

that merits concern, the word "Warning" is printed in red at the top of the graph. Supporting data in both actual and inflation-adjusted dollars is listed at the bottom of the graphs so citizens can understand that even when the town budget seems to be going up, it may have shrunk in terms of actual purchasing power.

Beneficial Service

The analysis service has proved beneficial to Massachusetts communities. Towns that have used the service now have a better understanding of their financial situation and what's needed for improvement. Part of the program's success can be attributed to Extension's providing information geared specifically to the needs of Massachusetts communities. □

A Better Climate For Industry

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Local economic development efforts in Ohio are shifting away from the traditional approach of attracting firms from outside the community. The Ohio Cooperative Extension Service is helping communities to create a better climate for the retention and expansion of their existing firms. These efforts include a variety of programs which help solve local problems, aid the adoption of profitable new technology, and facilitate the capture of new markets.

For example, some communities sponsor or co-sponsor business workshops, labor-training programs, area-wide labor/management committees, and export seminars. Other communities are using industry visitation teams to identify local problems and to assist firms in using state and federal programs. This industry visitation program has been the starting point for several Ohio agents becoming involved in economic development for the first time.

Industry Visitation Programs

The purpose of industrial visitation programs, typically operated by chambers of commerce or similar local groups, is to help expand their communities' existing firms.

Specific objectives for local firms include demonstrating a pro-business attitude, resolving conflicts with local units of government, sharing with existing firms information on state and federal development programs, collecting data, and providing an early warning system for plant closures or reductions in workforce.

The most visible component of the program are visits to local firms by teams of volunteers. During the visit, the team expresses the community's appreciation for the firm's contribution to the local economy and explores the firm's concerns in local issues.

Information on state or federal programs is provided to the firm with an offer to find additional technical assistance. Data is also collected on the firm's employment, markets, expansion plans, major products, and adoption of new technology.

But a successful visitation program depends on adequate preparation and followup. Preparation for the visits includes a review of the outlook for the industry being visited.

For this purpose, *U.S. Industrial Outlook* serves Ohio Extension well. This prepares team members to look for specific information that would be useful in early warning of plant closures or in planning management workshops. The second major concern before visiting is understanding of the public programs that can assist the firm.

Need For Awareness

While visitation teams do not attempt to answer detailed questions on these programs, they need to be familiar enough with them to outline their potential so they can assist accurately.

Economic Impacts of Visitation

Local programs help firms solve local concerns with ideas about expansion space, zoning variances, and community services. The programs also help firms to arrange financing through industrial revenue bonds or to tap state and federal programs.

When Ohio Extension surveyed visitation program directors they discovered that 648 jobs were added to the state's economy as a result of the program. This is a modest beginning but it reflects only 31 visitation programs of which two-thirds had been in operation only 3 years or less. Since time and cash costs of the program are also very slow, the benefit/cost ratio was very high. Expressed as jobs gained per hour of visitation program, the average benefit per cost ratio was 4.9 jobs per hour.

Extension's Role

Based on the experience of the existing programs Extension prepared a slide set to help other communities become familiar with the concept and the organization for a successful program.

Initially, when only a handful of district and county staff became involved, the primary delivery method was the mail out the slides, use newsletters, and make presentations at statewide conferences.

The primary educational goals of the Extension program were to: (1) make communities aware of the retention and expansion concept; (2) help local leaders understand the requirements and potentials of visitation teams; (3) teach local teams how to use the *U.S. Industrial Outlook* and *County Business Patterns* in preparation for the visits; and (4) provide information on state/federal development programs.

Since 1982, when 10 Ohio communities had visitation programs, the number of visitation programs has tripled.

Benefits And Costs

Sam Crawford, the district community development specialist who initiated Ohio's work on retention and expansion in 1981, says, "The industry visitation program is a good place to start an Extension program because the local economy must be understood before designing other development programs. During this get-acquainted period, the visitation program may itself solve problems or help a few firms use state and federal programs."

Eric Norland, the Medina County Extension agent who helped start a local visitation program, comments: "The visitation program is an excellent way to pull together local economic development leaders that had separate and sometimes competing programs into a unified approach."

Joe Beiler, Mercer County Extension agent, points out that, "The visitation program can fit a niche not being covered by any of the competing educational or professional groups. It appeals to some agents because they don't need to invest heavily in economic theory or data to explore local interest."

A Foundation For Planning

Ohio state specialists see not only the immediate results, but also the foundation for local economic strategic planning. The industrial visitation programs are establishing ongoing economic development groups that stay more active than traditional groups. Since the group is composed of volunteers, the time horizon is longer than elected officials who must stand for re-election.

In the process of collecting data on their local economy, several groups have started to ask questions that require more sophisticated analysis.

For example, both "shift-share" and "input-output" can be used to help them decide which firms to visit first.

Ohio's county and district agents (28 agents came to a day-long workshop on visitation teams in November) have shown a growing interest in industry visitation and believe that such programs may even grow faster than they have in the past 2-½ years. □



Industry visitation programs have been a starting point for Ohio CES to help communities create a better climate to retain and expand existing firms.



Computerizing With Confidence

26 Extension Review

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For nearly a decade, local government staffs in Michigan have been computerizing with a little more confidence, thanks in part to Extension.

Early Efforts

Michigan Extension first became involved in local government computerization in the mid-seventies. Several counties had computerized their records in some form by this time. Many, however, were having difficulties due to lack of experience, unrealistic expectations, and unfulfilled promises from computer vendors.

Local governments turned to Extension for help. Extension had provided public policy programs in Michigan for over 10 years. So, many counties were accustomed to receiving Extension assistance with government organization, planning, and budgeting.

Initially Extension's response was remedial in nature; specialists and agents were called in to help after the computer system failed to fulfill expectations. Extension's strategy was to make the system operational and useful for the county. The first step was helping clients understand the problems. Extension specialists devised various strategies to tackle the problems.

Choosing The Right Computer

As Extension staff learned more about computerization and automated data processing (ADP), they began to get involved in the computer acquisition process *before* problems developed.

Since 1981, Extension has assisted nearly one-half of Michigan's 83 county governments through a training program designed to help counties just starting in the acquisition process or making plans to revamp their ADP systems. This program helps local governments "plan a systematic approach to assessing computer needs," according to Lynn Harvey, district Extension agent in public policy.

Both Lynn Harvey and Alvin House, Extension specialist in public policy, work individually with county boards of commissioners or computer acquisition committees, leading them through the acquisition process. At the outset they work with various county department heads and county boards to assess their individual needs and to determine how those needs can best be met. Once the county has a fairly accurate picture of its overall computer goals and needs, a Request for Proposal is developed with Extension's assistance.

Harvey and House work through the final stages of the acquisition, helping county officials choose the system that best fits their circumstances and monitoring the project until final contracts are written and signed. Michigan's

public policy specialists are instrumental in setting up intergovernmental contracts between government staffs to allow the sharing of large computer systems.

Developing Microcomputer Software

By 1980 it was clear to public policy specialists that microcomputers could bring about a revolutionary change in the management of local government.

Hoping to prove the microcomputer's usefulness to local governments, Michigan Extension staff obtained a grant in 1981 from the North Central Regional Center for Rural Development at Iowa State to develop and install a microcomputer system in a Michigan county. After 2 years of extensive programming and financial management consulting, Extension and the test county had developed a completely operational financial management system. The study proved that microcomputers can be and are feasible tools for county government.

Educational Programs For Townships

As microcomputers became the new "craze," hundreds of townships developed a curiosity about these powerful yet affordable computers. Extension responded by developing educational workshops aimed specifically at township officials.

The workshops introduce participants to microcomputers and their uses, and include information on how to evaluate the township's needs, how to approach vendors, and how to select a system. During the second half of training, participants learn at the computer keyboard. Extension staff lead township officials through sample programs on different types of microcomputers. The workshops help reduce the anxiety many officials experience over using computers.

Solving Paperwork

According to Allegan County Extension Director George Mansell, "Demands on local government officials require that numerous repetitive paperwork and recordkeeping functions be performed, which are perfect applications for computers."

The workshop exercises incorporate computer applications with specific township functions. The examples demonstrated are township applications currently used by a government staff or specially developed for the workshops. The workshops are led by Extension staff along with township officials who already use computers to perform some of their office duties.

While not every local government in Michigan is computerized, many are successfully on their way, thanks to Extension's help. □

Nevada Computerizes The Budget

Extension Review 27

Like many western states, Nevada experienced rapid economic and population growth in the 1970's which has continued through the 1980's. Not only have the urban areas of Nevada experienced rapid growth, but the isolated rural communities also have grown rapidly. Metropolitan areas with large and sophisticated planning staffs can develop plans to meet the expanded community services demands of a larger population.

However, rural communities, especially in isolated areas of Nevada, do not have planning staffs or adequate information to meet increases in rural population.

In response to this need, Extension in Nevada used the community service budgets developed at Oklahoma State University. Substantial work has been done by Gerald Doeksen and James Nelson at Oklahoma State University in the development of community service budgets. From the Great Plains Project, Doeksen and Nelson developed standardized community service budgets which could be used for a variety of community service scenarios; that is, the effects of different interest rates or user charges on the net returns of a proposed system.

Rational Decisions

In order for rural decisionmakers to make rational decisions about the provision of community services—such as water, sewer, and emergency services—it is imperative that decisionmakers have accurate information on the costs and possible revenues resulting from the provision of alternative levels of these services. One mechanism for viewing these costs and revenues is a community service budget.

The initial community service budgets developed by Doeksen and Nelson were a pencil and pad approach. However, after following the same procedures repeatedly, Doeksen and Nelson developed computer step-by-step procedures (algorithms) which could easily develop numerous community service budgets for various scenarios.

With the success of the Oklahoma State University community service budget computer algorithms, other community development specialists requested copies of these computer programs. The transferability of these budgets is based on the transferability of the methodology, data, other parameters, and software.

Transfer of Methodology

At first glance, the methodology for community service budgets appears complex. However, the procedures or methodology for preparing community service budgets is usually simple and the

methodology of these community service budgets is transferable. Transferring data between regions is more complex than it appears. For example, estimating demands for physician services, national data is used to develop physician demands by age and sex category. However, the costs of constructing and operating a health care facility can have regional differences. Estimated construction costs per square foot in Oklahoma would be quite different from costs in Nevada. In addition, the type of construction and building regulations may differ substantially.

Therefore, community development specialists would be prudent to check cost and construction data in these computerized budgets for possible regional differences.

Nevada Extension used microcomputers and spreadsheet software to transfer budgets. This circumvented the difficulties in transferring community service budget algorithms between computers and saved on the need for costly and time-consuming reprogramming.

Advantage of Microcomputers

One of the major advantages of microcomputers is that they are designed to be more "user friendly."

With electronic spreadsheets, even if the program itself cannot be transferred between microcomputers, the program's logic and formulas can be readily reproduced. Only data and relationships need be transferred, not necessarily program logic and flow, or the effort going into the largely cosmetic features for a question-answer/user prompted program.

Additionally, using the latest developed spreadsheet programs such as LOTUS, graphics capabilities are included which can be a very useful educational tool. Because of the relative ease of using microcomputers and the ability of different microcomputers to use similar software packages such as LOTUS, transferring these community service programs between microcomputers becomes a somewhat easier task.

Educating Decisionmakers

The success in Nevada in developing spreadsheet software of these community service budgets is that different microcomputers can use our standard templet for the Apple II, Osborne or Compaq. With the spreadsheet program, "what if" games can be used to educate decisionmakers as to the consequences of particular policies for a specific community service. Additionally, if departments or agencies have a portable microcomputer such as a Compaq, which uses the LOTUS spreadsheet software, educational meetings can be held at the rural decisionmaker's office where readily available data for the community can be obtained. □

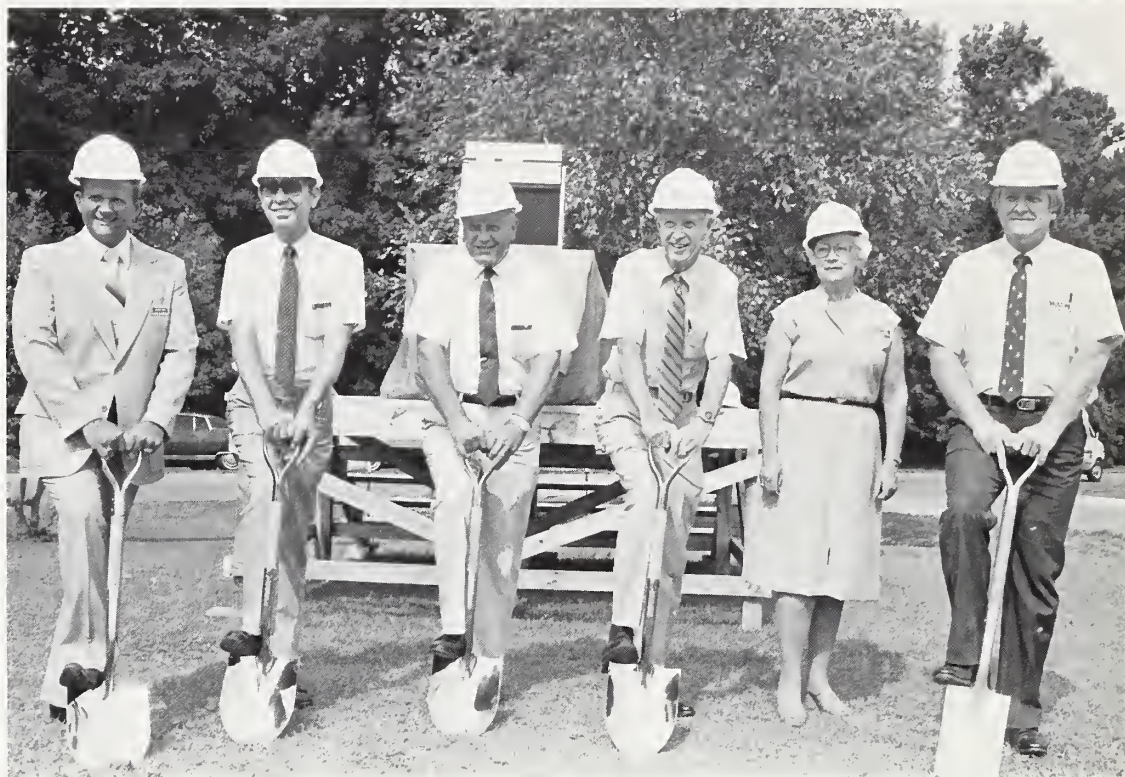
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Why Not Run For Public Office, Mom?

28 Extension Review

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For officers of the North Carolina Extension Homemakers Association, community involvement "comes with the territory." Isabelle Fletcher, 1973 president of the North Carolina Extension Homemakers Association, and county commissioner, Lenoir County, directs the ground-breaking ceremony for the new health department building.



Past presidents of the North Carolina Extension Homemakers Association don't rest on their laurels. They get involved in leadership roles in other organizations and their communities.

Take a look, for instance, at Isabelle Fletcher, 1973 president of the North Carolina Extension Homemakers Association. Today, Fletcher is both county commissioner in her home county of Lenoir and chair of the County Industrial Commission.

She was the first woman appointed to the Tobacco Stabilization Board, and serves on the Advisory Council of the dean of agriculture, School of Agriculture and Life Sciences, North Carolina State University.

Fletcher got involved in local politics in the early 1970s when the county seat of

Kingston was about to build a new airport in the community where the Fletcher farm was located.

Entry Into The Arena

That area of the county had never had a commissioner, but felt they might do well to have their voices heard. The inevitable occurred in a corridor outside the meeting room when son Tave asked, "Why don't you run, Mom?" Fletcher had good name recognition thanks to her Extension Homemakers activities. "My name was in the local paper so often it almost made me cringe," she confesses, "but I felt it was good for the Extension Homemakers organization to get recognition."

Later, when she did decide to enter politics, name recognition was a definite plus.

Fletcher, a county commissioner since 1978, has served as chair of the County Commissioners for two years. Her efforts helped the building of

the new courthouse annex, the new county Extension office, property for a new health department, and the purchase of the old post office which will be renovated and used as the headquarters for the Chamber of Commerce and the Industrial Development Commission.

Fletcher has just become chair of the County Industrial Commission after serving as a member for several years. Future development for Lenoir County is always in her thoughts. Fletcher discusses taxes and capital improvements, "pork barrel" funds, county educational goals, and the changing picture of agriculture with equal ease.

Politically she doesn't plan to go beyond the boundaries of Lenoir County. At least, not for now. There are still things left to be done, the commissioner believes. Another past

EH president, Mae Troublefield, has been Register of Deeds in Sampson County for several years.

Behind the Scenes

Two other EH presidents, Juanita Hudson, 1972, and Helen Bess, 1981, prefer to work behind the scenes. Both women have frequently testified before the North Carolina General Assembly on issues of concern to "Tar-heel" families. Hudson recently appeared before a legislative committee on water quality, which has considered a ban on phosphate detergents. The research she has done on water quality makes her a valuable consultant to a former U. S. Senator from North Carolina.

Bess started a "Court Watchers" program in her home county of Gaston to make sure equal punishment was meted out for similar offenses. The state EH citizenship committee adopted "Court Watchers" as a project, and the National Extension Homemakers Council has also latched onto the idea.

Organ Donor Project

Now, Bess is heading up a county- and state-wide "gift of life" effort, encouraging people to become organ donors. Until her work, no organization in the state had taken on organ donations as a project.

At their January 1984 board meeting, the Extension Homemakers organization set three goals: to educate the public on the need for organ donors, to promote the distribution of uniform donor cards, and to lobby before the General Assembly for passage of a bill to enhance procurement of corneas for transplantation.

A cornea bill had been presented to the General Assembly in 1983. It had passed the Senate, but did not get out of the House Committee.

Bill Passed

Between sessions, Extension Homemakers contacted their representatives. The bill was passed in the 1984 short session. Bess has been assured that had it not been for the work of Extension Homemakers, the cornea bill would again have died in committee.

Bess made a presentation at the National Extension Homemakers Council, and hopes to see the project adopted nation-wide.

Rewrites Script

Ruth Cherry has rewritten the script. She was a county commissioner first, and now is ready to step into the presidency of the North Carolina Extension Homemakers Association. Cherry, who became an Extension Homemaker at 18, credits her local Extension Home Economist Eugenia Van Landingham, with helping her to develop her leadership talents.

Van Landingham encouraged her to take Farm Bureau and Extension leadership roles at the local, county, district, and state levels. At the same time, the county commissioners asked Cherry to fill a six-year term on the Edgecombe Library Board of Trustees.

Cherry noted that most library funding came from the county commissioners and that every time the library board asked for funding they'd hear, "We just don't have the money!"

She decided to run for commissioner and find out where all the money goes. Again, Van Landingham encouraged her, knowing Cherry would be running against seven men, including two incumbents.

Following an all-out effort, Cherry was the top vote getter. When re-election time rolled

around she was unopposed. The third time she ran, she was the top vote getter, but had to participate in a run-off where she was defeated.

Accomplishments

Cherry feels good about her eight years as a commissioner, citing among her major accomplishments a new county administration building, and improvements in the social services and health department.

She says she hasn't testified before committees, preferring to do her discussing one-on-one. She furrows her brow, and adds, "I'm getting ready to do some one-on-one with our legislators concerning the tax situation."

Legislative Day

During the time she was a county commissioner, the North Carolina Extension Homemakers Association tapped Cherry to become chair of the state citizenship plan-of-work committee. Under her leadership, the organization sponsored a legislative day in Raleigh.

More than 700 women came to a morning workshop and then headed for the General Assembly to visit their representatives. Even the Governor called to say he would like to come by and greet the group.

From this successful chairmanship, Cherry was asked to take the vice-presidential office that lead to association president, a post she will hold in 1985.

Cherry doesn't rule out possible political service in the future, nor does she rule out additional agricultural leadership position. Eugenia Van Landingham taught her never to close a door on opportunity. □

Michigan—A Rebirth Of Resources

30 Extension Review

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Boating and sport fishing on the Great Lakes. Hiking in verdant forests. Michigan offers abundant natural resources. Extension at Michigan State University is helping state and local leaders to effectively develop, operate, and maintain them.

The decline of the automobile industry during the last decade taught Michigan a hard lesson—depending on one major industry to sustain the state's economic health was a tragic mistake.

State and local leaders have begun to revitalize established industries and develop new sources of business; they recognize that they can and *should* be using Michigan's abundant natural resources more effectively. More and more of those leaders are turning to the Cooperative Extension Service at Michigan State University (MSU) to accomplish that aim.

During the past six years the Cooperative Extension Service at MSU has initiated projects to help state and local govern-

ments develop their natural resources in three major areas: parks and recreation resources, fisheries, and wildlife and forestry. Two projects began as Extension's response to individual county programs and became formalized as other counties requested similar services. The third project is the result of a mandate from two Michigan governors.

"Task Force Review"

In 1978, Extension specialists from MSU's Department of Parks and Recreation Resources developed a "task force" approach to help counties deliver services to residents and guests. Rather than addressing single issues as they arise, the County Park and Recreation Review and Assessment Program, or Task Force

Review, encourages Extension specialists, county Extension directors, and county leaders from both the public and private sectors to join forces and meet the challenge of effectively managing *all* the county's park, recreation, and tourism resources.

This review requires two to three MSU Extension specialists to receive a short, but comprehensive briefing from local officials on the county's resources and problems. The group then tours the county's parks and other public and private facilities by bus. Later, at an evening meeting, other individuals participate in the review; some counties even open this meeting to the public.

Task Force Recommendations

The final report of the Task Force provides an overview of the county's recreational services, and general observations. The report also offers specific recommendations for the design, development, operation and maintenance of the county's park, recreation, and tourism resources. Finally, the report addresses policy and administrative issues.

An important advantage of the Task Force Review process is the credibility of the final report and local support which is established for its recommendations. The report is more than just a document from MSU—it reflects the observations and concerns of local leaders.

Extension specialists have already reviewed the park and recreation resources in 33 of Michigan's 83 counties, and they plan to continue conducting five to six reviews each year until all the requests have been met.

Resource: Sport Fishing

Sport fishing on the Great Lakes has developed over the past 15 years into one of Michigan's major recreational activities and tourist attractions. Unfortunately, many small communities fail to recognize the potential income they could realize from their fishery resources. They tend to respond only to problems associated with sport fishing.

In an effort to help local leaders in Alcona County take advantage of this natural resource, an MSU Extension specialist in fisheries and wildlife economics and a graduate student worked together and developed a procedure for analyzing the economics of sport fishing in each of Michigan's counties.

Using surveys and other raw data, the sport fishing analysts estimate the number of days per year that resident and nonresident anglers spend fishing in a county, and the annual expenditures of nonresident anglers.

Interviews and Projections

They also interview officials from various divisions in the state's Department of Natural Resources (DNR), local harbor commissions, and the city councils to determine any past governmental actions or future plans that relate to the development of the area's sport fishing.

Finally, they determine how local residents and business owners feel sport fishing affects them and the county's economy.

The final report contains a summary of the raw data and recommendations for realizing the economic potential of a county's fishery resources. After each county is surveyed, Extension sends the report to the county commissioners, other local decisionmakers, and the Land Resources Division of the DNR. During the past four years Extension specialists have surveyed 12 counties. Recommendations have included: maintaining angler access, installing a fishing pier, developing sport fishing events, and marketing a community as a recreational playground for the entire family.

Forestry Leaders

Commercial woodlands cover over half the land area of Michigan and add \$4 billion to the state's economy. Many feel this tremendous natural resource has an even greater economic potential.

Currently, Michigan's forestry industry lacks a mechanism to bring the various industry interests together to move it for-

ward cohesively. Simply put, Michigan forestry needs leaders—people who have a vision of what the forest industry can do and the expertise to work with industry representatives and government officials to make that vision a reality.

The Leadership Dynamics Program in forestry is one way to meet this critical need for more forestry leaders in the State. MSU Extension has developed a program which will give personnel from all segments of the forestry industry the skills to gain public acceptance of forestry as a renewable resource critical to the state's economy, attract new wood-based industries to Michigan, and have a positive impact on forestry-related legislation.

In January 1985, approximately 30 individuals with experience in forestry or wood-based industries and demonstrated leadership potential, began the 30-month Leadership Dynamics Program. They will attend four to six seminars each year at selected locations throughout the state, as well as travel to Washington, D.C. and Europe. Seminar topics include the political, environmental, economic, and social dimensions of decisionmaking, public problem analysis, strategies for action, resource links, conflict management, and more. The training also emphasizes "active learning" which requires participants to apply their new skills to actual problems.

Many years from now, travelers through Michigan will witness the long-range benefits of this program as they admire healthy and diverse forest areas and a thriving forest industry serving as multiplicity of needs. □



Future Issues

Production schedules and focus of future issues of Extension Review are listed below:

- SUMMER 1985, "Linkages With Other Agencies—Public and Private," article deadline May 1.
- FALL 1985, "4-H and International Programs"—an issue that commemorates International Youth Year, 1985—article deadline August 1.
- WINTER 1986, "Leadership Development," article deadline November 1.

Plans are being firmed for your next copy of Extension Review to be bulk-shipped for distribution through your State Publications Distribution Officer.

PAL Participants Make A Difference

32 *Extension Review*

Carolyn Bigwood
Writer-Editor
Extension Service,
USDA



Michigan citizens enrolled in an Extension Public Affairs Leadership Project now know they can make a difference in public policy decisions that affect them and their families.

The Project—called PAL—focuses on increasing participants' understanding of government and how it works at all levels, and on examining policies that affect Michigan families. Special emphasis is on topics including education, health care, transportation, social services, land use, employment, and taxation.

Working in county teams of Extension home economists and volunteers, PAL members learn how to take an active role in their community and state government, and then teach what they learned to others.

Initiated in January 1984 as a leadership development and public affairs training program, the 2-year Family Living Education project combines a staff in-service education function

for Extension home economists with a leadership project for clientele.

The 75 project participants were selected based on their demonstrated interest and involvement in the community and their willingness to expand Extension's public affairs education. PAL members include 20 CES home economists from six regions in the state and 55 volunteers representing more than 45 organizations.

Members Learn Together

Formal educational sessions, held every 2 to 3 months, bring group members together for several days to explore specific topics. Participants learn directly from government and agency personnel who work with family-related issues. In addition, PAL members interact with elected officials at the federal, state, and local levels.

The first session, held at Michigan State University in February 1984, offered a historical perspective on Michigan's government. The meeting also provided an over-

view of current public policy issues affecting Michigan families. Participants were asked to examine the implications of these issues for their communities.

Visits To Legislators

Other sessions focused on legislative committees, lobbying, the role of the press, political parties, budget implications, citizen involvement, communication strategies, and other topics. Sessions feature guest speakers and panel discussions, and offer educational activities for PAL members including a visit to the state capitol and small group meetings with state legislative staff. At one session, approximately 22 state legislators attended a dinner arranged for them and PAL participants.

According to Beth Moore, Extension specialist in public affairs at Michigan State and PAL Project coordinator, "enthusiasm of the PAL participants is exceptional." In a letter to Moore, Cheboygan County participant Beverly Sangster wrote, "...The PAL

project is so exciting and the work you have put forth toward its success has paid handsome dividends to its participants. I look forward to each of our get-togethers—the knowledge that is offered and shared enhances each of our communities. . . .”

Another volunteer member, Carol Schwehofer from St. Clair County, wrote Moore, “I just wanted you to know how glad I am to be able to participate in the PAL Project. . . . This 2nd session was such a learning experience. . . . most of all it has stimulated me to become more aware of public affairs and the political process. . . .”

Implementation

Moore says participants are concerned with implementing what they learn. Many are finding ways to do so. Schwehofer taught lessons on the 1984 statewide ballot proposal issues to the Michigan Association of Extension Homemakers (MAEH). Other PAL volunteers in approximately 8 counties assisted with presentations to explain the ballot proposals.

Through workshops, special programs, and other activities, PAL members are transferring their knowledge of public affairs and government to others—one of the Project's primary objectives. For example, at a statewide leadership conference for the MAEH, three PAL volunteers led workshops for about 85 people. The volunteers, all homemakers and farmers, were Feather Thompson, Barry County; Gloria Crandall, Calhoun County; and Dorothy Wood, Sanilac County. The workshops they conducted were “Conflict in the Political Arena” (adapted from a PAL session) and “Networking.” Each included materials for participants to use in teaching the courses to others.

Participants also are developing ways to spark more interest in public policy participation at the local level. One PAL team organized and presented a program on PAL at a MAEH rally. The PAL team consisted of Pam Kail, Extension home economist for Cheboygan and Otsego Counties; Beverly Sangster, teacher, and Gale Johnson, homemaker and farmer, both from Cheboygan County; and Ann Smith, county commissioner for Emmet County.

Leadership Potential

At the rally, the team talked to the group about women growing to their full potential of leadership and likened this development to a caterpillar emerging from a cocoon as a butterfly. “Spread Your Wings” was the program theme. The team encouraged other northern Michigan women to get involved in local politics and told them their ideas can have an impact.

PAL participants are “spreading their wings,” some taking on leadership responsibilities in local government. One member, Marie Porter of Leelanau County, ran successfully for county commissioner. She credits PAL for her increased confidence and for the support she needed to run for office.

Networking

The PAL Project is providing learning experiences for Extension home economists in public affairs—an area in which many staff members think they need more training. The Project also involves volunteers in a special way. About half of PAL volunteers are members of the MAEH. In addition, participants represent organizations outside Extension, ranging from commodity groups to volunteer service organizations to professional clubs.

“We have volunteers who belong to organizations that may not have had a great deal to do with Extension in the

past,” says Moore. “This extends Extension's networking possibilities.” Through networking, PAL participants strengthen their linkages with other groups in the community to provide a concerted educational campaign on important public issues.

The PAL Project primarily focuses on state and local government structure and policies; however, participants also examine the role of the federal government and how it interacts with the other levels. PAL members are planning a 5-day visit to Washington, D.C., early in 1985 to learn firsthand about leadership at the national level and to examine important issues and policies that affect families nationwide. While there, they will meet with legislators and federal agency representatives.

Ongoing Commitment

Michigan's PAL Project is part of an ongoing commitment by Extension to leadership development and public affairs training. The pilot Project will continue through 1985. A new project series may be started if funding is secured. Presently, Michigan Extension is partially funding PAL. In addition, volunteer participants each pay a \$150 fee to help cover costs of the eight formal sessions.

So far PAL is proving successful. Participants are increasing their understanding of public policy issues, acquiring leadership skills, building their self-confidence, and becoming involved in public affairs issues in their communities. As a result, they now know they can make a difference.

For more information on PAL, contact Beth Moore, who contributed materials for this article, or Margo Smith, Extension FLE Assistant, both at 310 Natural Resources Building, Michigan State University, East Lansing, MI 48824, Phone (517) 355-3414. □

Skills For The World Of Work

34 *Extension Review*



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Recently, a District of Columbia public school consultant made a telephone call to the local Extension office seeking

to provide personal development skills that would help teenagers get and keep jobs. The teenagers did not have high school diplomas but had taken special classes in typing and shorthand.

District of Columbia Extension took quick action, designing an 8-week series of workshops on "Personal Development for the World Of Work."



The workshop sessions included sessions on Dress and Grooming for Men, Dress and Grooming for Women, Preparation for the Job Interview, Personal Habits and Attitudes on the Job, Stress on the Job, Managing the Money You Have Earned, Communications Skills, and Personal Goal Setting.

Activities included wardrobe exhibits, budget development, impromptu speeches, role playing, job interviews, stress management, and setting personal goal priorities.

More Workshops Requested

The students were so responsive to the series they requested four additional workshops on the topics of Sexual Harassment on the Job, Roles in Acting Positions, Asking for Promotions, and Interview Role Playing.

The workshops culminated with an awards luncheon, organized by faculty and community leaders, honoring all students with special recognition for perfect attendance, and outstanding speed and accuracy in fulfilling assignments. Several students were placed in jobs prior to their graduation.

The workshops are a prime example of Cooperative Extension working together with local leaders and citizens to bridge the gap in community needs. □

District of Columbia Extension offered an 8-week series of workshops so that teenagers could acquire the personal development skills they need for jobs. The workshops were so successful four additional workshops were requested.



4-H: Tomorrow's Leaders Today

36 Extension Review

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Taking advantage of the citizen and leadership training offered by the National 4-H Center, more than 5,000 teenage 4-H'ers participated in Citizenship-Washington Focus—a chance to visit government agencies and historic and cultural sites in Washington, D.C. A new program component is a pilot computer project in which 4-H'ers experiment with a soil erosion problem as it relates to public policy.



From coast to coast young people are learning the dynamics of our legislative processes through a host of 4-H programs on local and state government. Program activities range from having a group of 4-H'ers visit the county seat and meet with county officials, to coordinating conferences in state capitals where youngsters role play as legislators, lobbyists, and reporters.

All these programs have the same goal—shaping the citizens and politicians of tomorrow. Through participating in these government-related programs, 4-H youth have become interested and involved in the political process. Additionally, having knowledge of government operations enables youngsters to carry out community service projects and better understand how decisions are made through the governmental processes.

Getting to know local and state politicians through 4-H government experiences gives youngsters a heightened awareness of the citizenship and leadership skills necessary to become active members in their communities.

Mock Legislative Sessions

Florida State 4-H Legislature provides an opportunity for 14- to 18-year-olds to have a "learn-by-doing" experience in state government. Delegates participate in model legislative sessions complete with legislators, lobbyists, floor debates, informal lobbying, and roll-call votes. Real-life settings are provided by the Florida House of Representatives and House Committee rooms in Tallahassee. Government officials assist the youngsters by providing guidance and information.

"The experience the 4-H'ers have at Legislature gives them a working knowledge of government. Because of the research they are required to do, they also learn how to gather information. Just the experience of speaking in front of a group of people at Legislature has helped them a great deal," says Tanga Teasley, Extension 4-H coordinator in Osceola County, Florida.



Eric Deitemeyer and Nancy Lucas, two 4-H'ers from the Winners Circle 4-H Club in Osceola County who attended Legislature, are working on a community service project that relates directly to their county government.

The project involves developing a playground and picnic area in a subdivision of land originally put aside by the county for this purpose but never developed. "The two youth have used the skills they learned in Tallahassee for this project," says Teasley. The youngsters successfully presented their case before the county board of commissioners and recreation committee prior to beginning the project.

Sacramento Focus is another example of a simulated state legislature for 4-H'ers. This 4-day program gives youth an overview of California state government in action. 4-H'ers are exposed to the legislative and judicial processes. In addition, they study California geography, history, heritage, cultures, and industries by visiting businesses, industries, agencies, and their state legislators.

Citizenship-Washington Focus

Sacramento Focus and many other state and local citizenship programs have been inspired by the citizenship and leadership training conducted at the National 4-H Center throughout the year. Each summer, more than 5,000 teenage 4-H members participate in Citizenship-Washington Focus, a unique educational experience.

In the week-long sessions, young people visit Capitol Hill, government agencies, and historic and cultural sites in the nation's capital. They actively debate contemporary issues and participate in simulated town council and senate hearings with focus on developing skills to help them relate their experiences to their own local communities.



Training for teens continues throughout the year through Citizenship-Washington Focus. 4-H, schools, and other youth groups take advantage of the programs offered through the National 4-H Council to strengthen youth's understanding of the governmental process and their rich American heritage.

Testing 4-H'ers' Knowledge

Arkansas 4-H Legislature was held for the first time in 1984 in Little Rock. The program's major goal is to help young people increase their knowledge of the state's legislative process. 4-H'ers take an exam on state government prior to attending the conference and again after the conference ends to determine how much they've learned. According to Extension staff involved in the program, the youngsters' final test results showed an "amazing" increase in knowledge and understanding of the state legislature and political process.

During this first conference, counselors and professionals taught youth about legislative procedures. 4-H'ers then chose a role to play: legislator, lobbyist, reporter, or governor. The youth also conducted debates and wrote legislation based on the procedures of the Arkansas General Assembly.

"The Arkansas Legislature fills in the gaps by preparing the youngsters for learning about government on the national level. It also teaches and tests their knowledge of the system," says Pam Bryan of the University of Arkansas Extension office.

Nebraska 4-H Conference emphasizes personal identity and the establishment of relationships with others. Last year's 4-day conference, held at the University of Nebraska in Lincoln, began with discussions on topics including "Discovering Ourselves in the World," "Discovering Group Meetings," and "Discovering Ourselves"; and provided a series of human relationship workshops. "The youngsters learned skills in how to develop new friendships and gained an understanding of how to testify 'for' or 'against' a legislative bill," says Kenneth G. Schmidt, 4-H Extension specialist.

Learning About The Electoral Process

The News Election Service (NES) in Minnesota is a vehicle for 4-H junior leaders to learn about the electoral process. NES gathers returns in races of national significance in the presidential primary elections and in general elections.

Results of returns are calculated by computer and distributed by wire to the member companies for use in their news election reporting activities. NES is an association of the five major U.S. news-gathering companies—ABC News, The Associated Press, CBS News, NBC News, and United Press International.

In approximately 50 selected counties in Minnesota, junior 4-H leaders act as "reporter" at each of the precincts. The reporter's duty is to call the NES headquarters in Chicago with election results for that precinct as soon as the information becomes available. These results are then fed into computers and become part of the information reported on television.

As a result of this program 4-H'ers become more aware of the election process. And they get to actively participate. The 4-H'ers are awarded a sum of money (about \$5) for each precinct that participates. The money usually goes to the county organization for use in citizenship activities or scholarships.

Exploring Citizenship

The Honorary County Official Programs in Lexington, Kentucky, involve more than 900 junior high youth. These programs stress local govern-

ment processes, such as voting, campaigning, and responsible citizenship. Two junior high schools use "Exploring Citizenship — My Government" (Unit VI) as their study guide. This manual is part of the seven-part "4-H Citizenship Series" available through the National 4-H Council.

Students conduct campaigns and elect 4-H'ers to observe the operation of each of the six county government offices. The 4-H'ers visit the county offices for a day then report their experiences back to their classes. The presentations are videotaped so all students in the school benefit.

Through Kentucky's program, 4-H'ers and other students have increased their knowledge of government, and the community has become more aware of 4-H.

The New York State Local Government Intern Program involves high school students in the political process at the local level. Through New York's program, selected high school students each represent and act as a partner to a local representative for a 6-month period. The experience helps students gain a better understanding and perspective of local government operations and issues.

According to Ken Balling of 4-H Extension at Cornell University, "There is definitely an increase in awareness of citizenship in the young adult. Many of the students have become very active participants in government during and after their internship involvement."

Currently 20 New York counties have instituted the program. About 400 high school juniors and seniors are involved.

Becoming Responsible Citizens

These are only a few examples of 4-H citizenship in action taking place throughout the United States. Each of the 5,000 4-H members who attend Citizenship-Washington Focus during the summer at the National 4-H Center develop a plan for back-home implementation. As these youth have learned, responsible citizenship is an exciting challenge. Many 4-H'ers have accepted the challenge, increasing their participation in local government and community service activities, and achieving positive results. □

Discovering The Port Of Charleston

Extension Review 39



The maritime world of "the harbormaster," "the container ship," and "breakbulk cargo" is now familiar to a group of Charleston, South Carolina, high school students, thanks to the cooperative efforts of Extension and a club dedicated to uplifting the merchant marine.

The Propeller Club of Charleston, boosters of the maritime industry, has instituted a program of increased contact between local high school students and port-related industries, aided by marine Extension specialists from the Sea Grant Marine Extension Program of Clemson University.

"The program allows youth to experience what a port does firsthand," says Tom Sweeney, Extension coordinator for the Sea Grant Marine Extension Program and member of the Propeller Club. "It's an educational experience that offers students a chance to consider the port and its allied industries as future employment possibilities."

Learning Experience For Winners

A project involving high school students became a vehicle for selecting student interns who would experience the day-to-day working of the port, and show them a number of potential careers.

The program involved the Harold Harding Essay Contest that the Propeller Club sponsors nationally. All 47 Charleston students who entered the essay contest were invited to tour a Maersk containership, one of the cargo ships of the Maersk Line.

The four top essay finishers were then invited to participate in a 3-day summer intern program that allowed them to view an export and import movement. The students accompanied an export movement through its entire cycle: a shipment of paper products moved from the Westvaco paper plant, to a freight forwarder (Southern Overseas), then on through the shipping agents (Maersk) to the terminal for loading (Columbus Street).

On the import movement, the four interns rode a tugboat (White Stack Towing) to meet a containership coming to the Wando Terminal. To wind things up, the interns toured and had discussions with staff of U.S. Customs, the State Port Authority, the U.S. Coast Guard, and the Massey Coal Terminal. Industry staff were enthusiastic about leading the tours and discussion groups.

Adopt-A-Ship Program

The Propeller Club of Charleston also conducts an Adopt-A-Ship correspondence program

involving 12 students in grades 5 through 8. As a maritime education, youngsters choose a United States vessel and then correspond with merchant marine officers aboard it.

The mariners answer the youngsters questions about nautical matters such as the ship's cargo, destination, and the holding capacity of its containers.

The Student Port, a college-level Propeller Club at the College of Charleston, permits student members to interact with port operations and personnel. And, at the same time, the students draw fresh academic insights into the intricate world of the shipping industry.

Future Plans

This year, the program involving the essay contest may expand to include more students, notes Peter Cotter, president of the Propeller Club. "We plan a series of afternoons during the school year," Cotter says, "instead of the 3-day program after the school year ends."

"As for the Student Port program," he says, "in the future we plan a college-level intern program, but much more intensive than at present and with full college credit."

The Propeller Club of Charleston has made large strides toward integrating young students into ongoing port and industry functions.

"The Propeller Club hopes the long-term results will include students finding careers in the maritime trades who otherwise might not have considered them," Cotter states. "The Propeller Club of Charleston believes in the promise of youth and hopes to incorporate this promise into the Port of Charleston's potential for the future." □



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Marine Extension Specialist and Project Coordinator
Sea Grant Marine Extension Program
Clemson University,
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Photographs courtesy of Port News, a publication of the Port of Charleston.

What's The Way For Pend Oreille?

40 Extension Review

Janet D. Kiser
County Extension
Agent and Chair
Pend Oreille
County Cooperative
Extension
Washington State
University, Pullman

In 1980, when a firm named Toypack, Inc., announced plans for the possible construction of a 550-ton-a-day pulp mill in Pend Oreille County, Washington, residents and county commissioners were faced with some complex and controversial questions.

Construction and operation of the mill would help alleviate an unemployment rate over 20 percent but what would it do to the clean, rural nature of the county?

On the other hand, comments Pend Oreille County Extension Agent Janet Kiser, the Citizens for Clean Water and Air were concerned about site selection

and pollution of the air and river. "Their opposition to the mill," she says, "was persistent and organized. They felt that the mill would destroy the satisfying rural lifestyle. They felt they spoke for the 'people' of Pend Oreille County."

Did the "people" of Pend Oreille reject or welcome the mill? The county Rural Development Committee (RDC) decided that answering the question was an appropriate project for its membership, given the heavy controversy surrounding the mill.

For the previous 2 years, the RDC had successfully sponsored educational programs on agricultural, economic, or public policy issues of interest to county residents. Continuing its neutral role as educator, the RDC directed its chair, Janet Kiser, to coordinate a survey of resident opinions regarding the pulp mill issue.

Form Representative Group
A Steering Committee of 21 individuals representing various interests in the county was formed. It included two members of the Kalispel Indian tribe whose reservation is located in Pend Oreille.

The Committee's job was to define the audience, develop questions, and coordinate collection and analysis of data. Membership represented county government, agriculture and forestry, health services, library services, education, environmental concerns, land use planning, and economic development interests.

Having a representative group was strategically important. The group lent credibility to the survey, created a wide base of support throughout the county, and insured a well-rounded approach to thinking about issues.

Endorsement by key community groups also broadened input and provided support for the survey. Sponsors were county commissioners, the Port District, three city councils, the Kalispel Tribal Council, the county planning commission, and Hospital District No. 1.

Survey Subject Areas

The survey contained only two questions on the pulp mill issue. Major subject areas of its 42 questions were: goals for the county; evaluation of lifestyle; need for industrial development; land use planning; evaluation of public services; perceptions of county problems; housing needs; cultural/recreational needs; evaluation of medical/hospital care; and demographic data. A Committee member suggested the cover design and title: "What's the Way for Pend Oreille?"

Includes All County Voters
All 4,300 registered voters in Pend Oreille County were surveyed, making this the largest survey of its type in Washington state.

The "Total Design Method" for mail surveys was used as the basis for developing, distributing, and collecting the questionnaires. This approach to mail surveys was developed by Don Dillman, Extension sociologist, Rural Sociology, Washington State University.

Dillman's tested procedures resulted in an impressive 60 percent return of completed surveys.

Emergency funds of \$3,800 were solicited to print the survey, buy stamps, and key-punch data. Money came from

-3-
In general, are you SATISFIED or DISSATISFIED with Pend Oreille County as a whole? (Please circle the number of your answer.)

-2-
Q-2 Of the possible goals listed in Q-1, which do you feel are most important for Pend Oreille County? (Please write the goal number from Q-1 in the appropriate box.)

13 MOST IMPORTANT 11 SECOND MOST IMPORTANT 1 THIRD MOST IMPORTANT

Q-3 Do you tend to AGREE or DISAGREE with this statement: "If we had more job opportunities in Pend Oreille County, our young people would stay here rather than leave the County." (Please circle the number of your answer.)

2 AGREE 1 DISAGREE

-1-
We would like to begin with a few questions concerning Pend Oreille County and its future.

Q-1 Suppose that it were entirely up to you to decide goals for Pend Oreille County. Among the following ideas suggested by citizens in this county, please indicate whether you consider each NOT a priority item, of LOW priority, MEDIUM priority or HIGH priority.

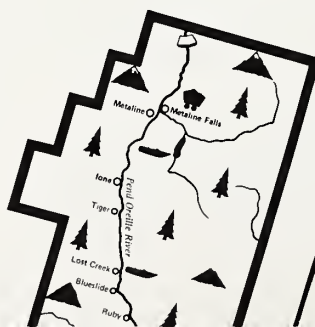
GOAL NUMBER	POSSIBLE GOALS	NOT	LOW	MEDIUM	HIGH
1	Protect the present way of life in Pend Oreille County.				<input checked="" type="radio"/>
2	Encourage the development of recreation facilities that attract tourists.			<input checked="" type="radio"/>	
3	Encourage the development of industries that make use of natural resources such as timber and water, and minerals.			<input checked="" type="radio"/>	
4	Increase local taxes to develop new industries and industrial sites.	<input checked="" type="radio"/>			
5	Cooperate with the Kalispel Indian Tribe to develop recreation and industry both on and off the reservation.				
6	Encourage more local government support and involvement in the County's industrial growth.				
7	Protect the natural environment from activities that are damaging to it.				
8	Establish additional non-governmental funding sources in the County for the development of local enterprise.				
9	Seek governmental grants for local improvement when local funds are not available.				
10	Encourage industrial growth that meets current governmental standards for environmental protection.				
11	Set up courses for college credit for residents who want more education or training after high school.				
12	Encourage the development of new housing.				
13	Retain land currently used for agricultural purposes as farmland.				
14	Encourage the county to develop standards for environmental protection.				
15	Are there any others? (Please list them.)				
16					

How much priority, if any, should these goals have? (Please circle your answer.)

WHAT'S THE WAY FOR PEND OREILLE?

Your help is needed. Pend Oreille county governmental officials and other citizen leaders are presently faced with a number of important decisions about our future. They are especially interested in your views about these issues.

All responses will be kept confidential.



such diverse sources as the Lions Club, Tri-County Economic Development District, the Soil Conservation District, the county prosecutor and other individuals, as well as several of the original sponsors.

Twelve volunteers coordinated the multiple mail-outs. An additional 50 volunteers helped to code the data from the 2,482 returned and completed questionnaires.

Findings Reported

Preliminary results were distributed in 1982. The *Newport Miner*, the county newspaper, published a 5-week series of articles on the findings.

An early summary was sent to all sponsoring bodies and all interested respondents. In 1984, the formal report was completed and a slide program has been developed to accompany the formal presentation of results to sponsors and other community organizations.

The respondents were a large portion of Pend Oreille's adult population. They equally represented both newcomers and established residents; low, middle, and higher incomes; and the younger, middle-aged, and retired populations. Although not a true random sample, the exceptionally large size of the respondent group provided a good picture of overall public opinion on countywide issues.

"The findings provide a good working tool for anyone who wants to locate here," says former Port District Commissioner John McLaughlin. "It goes beyond mere demographics. I think it reflects the mood of the people."

"It's a real light-in-the-dark for a lot of political, social, and economic issues in the county," adds County Agricultural Agent Mark Mellbye. "Otherwise," he says, "people are just shooting from the hip."

The 1982 preliminary analysis provided data for grants funded in 1984 in excess of \$630,000. The survey data clearly served to strengthen the statements of need expressed in the grants proposals. Projects included park development, city street improvement, and a new county library building.

Industrial Development

Following preferences identified by survey results, the Port District in 1984 selected a site for an industrial development park.

Mobilizing the Port's energies in this direction was the top priority of respondents among seven possible economic development activities among seven possible economic development activities on the Port's agenda. Funded by a tax levy, the park's site is along the rail line and is designated for industry, as respondents requested.

Originally designed to identify opinions on the pulp mill, survey results showed ambivalence and concern rather than a clear-cut vote on its construction. Rather, jobs versus lifestyle emerged as an outstanding issue. Survey results showed the depth of feeling for rural life in the county.

Respondents gave the green light to economic development, but also provided qualifications for such development. Survey results suggested caution in forging ahead without a plan or with too little respect for the importance of environmental concerns.

Surprisingly, ag land preservation was one of the major goals identified for the county by the respondents. Kiser feels that this preference to maintain land currently used for agricultural purposes as farmland is further evidence of a desire to preserve the "country" feeling of the county. "Ag land preservation is an issue to explore,"

Kiser adds. "It will be the topic of an educational program the ag agent and I develop to go along with presentation of these survey results."

High Ranking

The survey provided an opportunity to evaluate perceptions of Cooperative Extension's programming in the county. Among 18 public services listed and ranked poor, fair, good, or excellent by those surveyed, "Cooperative Extension's informal education" received the fourth highest rating. It was exceeded only by electrical power, winter road maintenance, and health care.

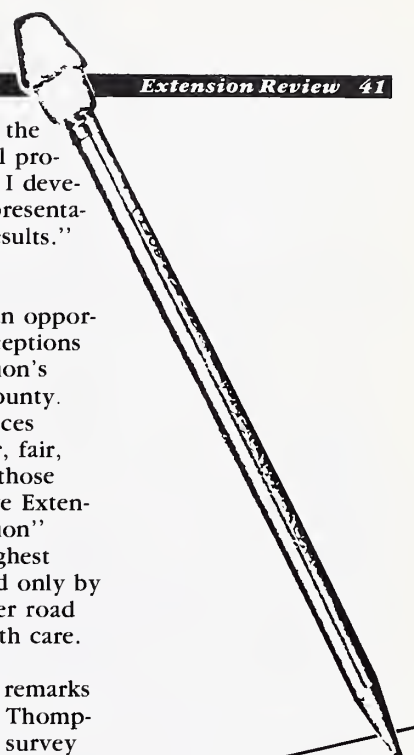
"As a public official," remarks County Assessor Steve Thompson, "I found that the survey helped me to understand the people who live here and what their needs are."

It will help us to correct and improve our methods of delivering services."

Mobilized Residents

The need for the survey mobilized to action residents who were interested in the future of the county. The county has no higher education facilities, is 50 miles from an urban center, and has no radio or television stations of its own.

The project brought the resources of the land grant university to the doorstep of Pend Oreille. "I feel it created an awareness among people here of the competencies and dependability of faculty members at WSU," comments Kiser. "It was a living example of the variety of services Cooperative Extension and the university can offer. And it gave county commissioners and other decisionmakers clear direction for the county's growth and development." □



Q-27 Now we would like you to think about a service listed below are several public services. Circle the service as it is provided.

PUBLIC SERVICE

- 1 Police protection.....
- 2 Fire protection.....
- 3 Water.....
- 4 Library.....
- 5 Garbage collection.....
- 6 Winter road maintenance.....
- 7 Health care.....
- 8 Electrical power.....
- 9 Informal education.....
- 10 Other.....

Q-28 We would like you to think about the County residents. Have you experienced, in the past eight years, have received a doctor's attention?

(1) Yes (2) No

Finally, we would like to know how long have you lived in the county?

Q-32 How long have you lived in the county?

(1) Less than 1 year (2) 1-5 years (3) 6-10 years (4) 11-15 years (5) 16-20 years (6) 21-25 years (7) 26-30 years (8) 31-35 years (9) 36-40 years (10) 41-45 years (11) 46-50 years (12) 51-55 years (13) 56-60 years (14) 61-65 years (15) 66-70 years (16) 71-75 years (17) 76-80 years (18) 81-85 years (19) 86-90 years (20) 91-95 years (21) 96-100 years (22) Over 100 years

Q-33 On the line below, please indicate the place of residence is located.

LOCATION OF RESIDENCE

Q-34 Do you live in an incorporated area? (Circle the number of your answer.)

1 YES 2 NO

Q-35 In what county or state (if outside Pend Oreille County)? (Please write your answer.)

Q-36 What level of education did you attain?

1 LESS THAN 1 2 COMPLETED 3 COMPLETED 4 HIGH SCHOOL 5 COMPLETED 6 COMPLETED 7 COMPLETED 8 COMPLETED 9 COMPLETED 10 COMPLETED 11 COMPLETED 12 COMPLETED 13 COMPLETED 14 COMPLETED 15 COMPLETED 16 COMPLETED 17 COMPLETED 18 COMPLETED 19 COMPLETED 20 COMPLETED 21 COMPLETED 22 COMPLETED 23 COMPLETED 24 COMPLETED 25 COMPLETED 26 COMPLETED 27 COMPLETED 28 COMPLETED 29 COMPLETED 30 COMPLETED 31 COMPLETED 32 COMPLETED 33 COMPLETED 34 COMPLETED 35 COMPLETED 36 COMPLETED 37 COMPLETED 38 COMPLETED 39 COMPLETED 40 COMPLETED 41 COMPLETED 42 COMPLETED 43 COMPLETED 44 COMPLETED 45 COMPLETED 46 COMPLETED 47 COMPLETED 48 COMPLETED 49 COMPLETED 50 COMPLETED 51 COMPLETED 52 COMPLETED 53 COMPLETED 54 COMPLETED 55 COMPLETED 56 COMPLETED 57 COMPLETED 58 COMPLETED 59 COMPLETED 60 COMPLETED 61 COMPLETED 62 COMPLETED 63 COMPLETED 64 COMPLETED 65 COMPLETED 66 COMPLETED 67 COMPLETED 68 COMPLETED 69 COMPLETED 70 COMPLETED 71 COMPLETED 72 COMPLETED 73 COMPLETED 74 COMPLETED 75 COMPLETED 76 COMPLETED 77 COMPLETED 78 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Connecticut Concern: Timber Harvesting Regulations

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Local regulation of timber harvesting activities is presently the most critical, complex, and controversial issue facing Connecticut forestry.

There is a dramatic rise in the number of municipalities which are enacting regulations or ordinances governing forestry activities and timber harvesting in particular. Connecticut has no state law which directly regulates forestry practices on its entire 1.5 million acres of privately owned forest land.

There are only 25 municipalities out of a possible 169 which have enacted such regulations. These regulations differ in their provisions, soundness, administration, and enforcement. Many are conflicting and some are written without professional forestry input which often leads to an impractical and overly restrictive approach for woods workers.

Environmental Concerns

Citizen complaints over logging are forcing local governments to "do something" about what goes on in the woods. The concerns of town officials include noise, increased truck traffic on town roads, the aesthetics of the operation, the cutting practices used, and erosion and water quality deterioration. The environmental con-

cern most often addressed in regulations is soil erosion and sedimentation as it effects water quality. Planning and zoning commissions are authorized to regulate erosion and sedimentation, and this is perhaps the only clear legal avenue currently available to those towns interested in regulating forestry activities.

In all probability, some of the factors triggering public concern and reaction over timber harvesting include the recent increase in logging activity statewide, and its visual impact. Logging has accelerated during the last growth in size and value of the standing timber resource, and the improved markets for sawtimber, fuelwood, and other products.

Attempts to Resolve Issues

The clamor for regulations did not evolve overnight and neither has potential solutions. Interest in regulations emerged after passage of water quality legislation at the state and federal level during the mid-1970s. In response to concern over the impact of timber harvesting activities on water quality, the Wood Producers' Association of Connecticut developed their own booklet addressing forest practice standards and guidelines. It was widely distributed within the industry in an effort to work toward voluntary self-regulation.

Best management practices (BMP's) were further spelled out in the state's program of voluntary compliance for controlling erosion and sediment associated with forestry activities.

Unfortunately, due to lack of funding, the state guidelines were not printed and distributed until 1982, and a comprehensive educational program to promote implementation of the guidelines was never undertaken.

Local interest in controlling timber harvesting greatly accelerated in the 1980s promoting the statewide Resource Conservation and Development (RC&D) Forestry Subcommittee to form "Forestry Advisory Teams." These interdisciplinary teams were formed in order to assist town officials and commissions (such as planning, zoning, conservation, and inland wetlands) with timber harvesting issues. The goals were to avoid land use conflicts through education and technical assistance, and secondly to promote forest management and utilization.

Cooperative Efforts

One team was established per county and each was composed of at least one forester, one soils specialist, and a land use planner. A host of agencies and organizations cooperated in the voluntary effort, including the Environmental Protection Agency, the Cooperative Extension Service, the Soil Conservation Service, and private forestry interests.

The teams generally favored a nonregulatory approach to timber harvesting. However, they were willing to provide technical input for regulations from the standpoint of erosion and sediment control, if that were the course of action decided upon by the town.

An outstanding example of the team approach occurred in the town of Haddam where the Planning and Zoning Commission requested team assistance in revising its existing timber harvesting regulations. The Forestry Advisory Team (composed of some 12 professionals) initially tried to dissuade the town from regulating. When that failed, team members took the opportunity to develop what some envisioned as "model" regulations for other Connecticut towns.

In the end, the team suggested a three-step regulatory approach based on the volume of timber harvested. Over the course of a year, the Commission reviewed, revised, and in 1983 eventually adopted regulations based on the team's recommendations.

Forestry: Viable Land Use

Perhaps the most significant aspect of this entire process was the recognition of the need to address forestry as a viable land use in the town. The local Extension agent is now working with the town to try and incorporate a model chapter on forest land use in the town's Plan of Development.

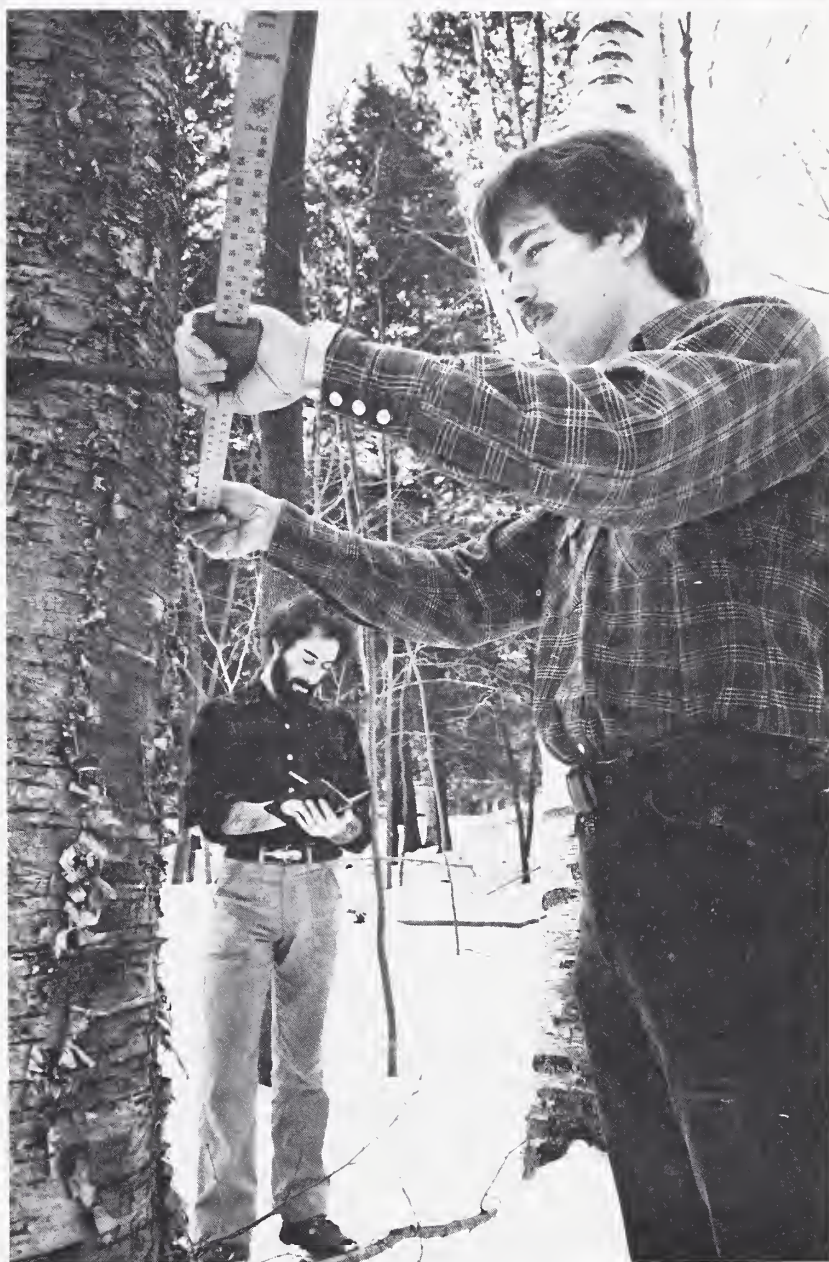
There have been a number of other actions taken by the forestry community to deal with the issue of local regulations: training sessions for foresters and loggers on the subject of erosion and sediment control; an industry-wide meeting and survey of the Wood Producers' Association and a "Regional Timber Harvesting Regulation Symposium" to examine the experiences of other northeastern states.

In addition, a bill submitted to the 1984 state legislature on model state guidelines for towns interested in regulating harvesting activities was not successful. None of the above actions led to a clear consensus on the issue or an overall agreement as to the best approach to take.

RC&D Forestry Study

It became clear to the RC&D Forestry Subcommittee that more action and direction was needed. The Subcommittee decided to focus on investigating the issue in depth to foster a resolution.

An on-going study is evaluating the current status of existing municipal forestry regulations in Connecticut, and is attempting to address three basic questions:



1. What are the "problems" associated with timber harvesting operations in Connecticut as perceived by various groups?
2. Is there a "need" for some type of control over harvesting activities on private land, and why?
3. In order to bring about sound forest management, which of the regulatory and nonregulatory alternatives appear most feasible from the standpoint of support?

For example, those appearing suitable might include: information and education programs for the timber industry and landowners, voluntary



harvesting guidelines, individual town regulations, uniform state regulations, or town regulations which must conform to state (model) guidelines. Other possibilities include: registration or licensing of foresters and loggers, and amending Public Act 490 (forest land classification tax law) to require active management.

The study includes: a background report on the issue, a survey of tree farmers in the state, a survey of foresters and primary wood processors (loggers, sawmills) operating in the state, a survey of municipalities, and an analysis of existing local regulations.

Surveys

Three recent surveys were in the form of mail questionnaires, and the participants were provided postage paid return envelopes. The three surveys varied somewhat in content, but all addressed the questions essential to the overall study.

The response rate was generally very good. Fifty-six percent of Connecticut's tree farmers responded. Responses included sixty percent of Connecticut's foresters; 15 percent of the primary wood processors; and a whopping 81 percent of the state's municipalities. The municipal questionnaires were mailed to the chief elected official in each town, and were filled out by that person or the town planner or engineer, or by a member of a town commission. The chief elected official made the decision as to whom should respond to the survey.

The highest ranking problems common to all groups were: poor cutting practices; aesthetics of the operation; and soil erosion and sedimentation. The problems of poor cutting practices and aesthetics (or lack thereof) were rated highest by foresters and primary processors.

Perhaps the quality of logging jobs should be more closely investigated in Connecticut. Timber theft was also rated high by foresters and primary processors, as well as tree farmers.

Controls Needed

Foresters and primary processors indicated the strongest need for some type of control over harvesting. The most common reasons given were: to protect the long-term productivity of forest and water resources; to protect private landowner interests and make landowners more aware of their responsibilities; and to control "those few bad operators and thereby make timber harvesting more acceptable in the state."

The need for control is not as clearly identified among tree farmers and municipalities given the relatively high percentage of "undecided" responses. Those municipalities that responded "yes" to control cited erosion and sedimentation, water quality damage, wildlife habitat damage, neighborhood disturbance, aesthetic problems, and poor cutting practices, as the major reasons why control is needed.

Information and education programs are most heavily favored by all groups to bring about sound management. Tree farmers overwhelmingly supported voluntary harvesting guidelines as opposed to any regulatory approach. Foresters and primary processors identified uniform state regulations as the regulatory approach they would most likely support.

In addition, they strongly supported financial incentives, and registration or licensing of loggers and foresters. Municipalities leaned toward town regulations that follow state guidelines, and the registration or licensing of loggers.

Regulation of forestry activities solely at the town level is least favored by foresters and primary processors, as well as tree farmers.

Impacts

The RC&D Forestry Subcommittee must take the next step in the decision-making process: evaluate these and other study results, and recommend a course of action to resolve the issue! If the present piece-meal adoption of controls continues, there may well be 169 different sets of rules with which foresters, loggers, and wood producers must comply. Undoubtedly, this will impact forestry jobs, incomes, operating efficiency, the price of forest products, and landowners' profits. Landowners may be reluctant to undertake a harvest, and towns may lose much of the value of the resource. In the end, the amount of active management being conducted on private land may suffer. □

Kids Care Fair

Extension Review 45

At a 1-day fair in Norristown, Pennsylvania, low-income youth found out that there are many people in their community who care. And, with help from Extension, parents and social service personnel discovered the numerous programs available to assist low-income families.

Results of a recent survey by Extension in this medium-sized city showed that low-income families often were not aware of available services—from day care assistance to low-cost menu planning. In addition, personnel in social service agencies knew little about the educational services offered by other organizations in the city.

Montgomery County Extension provided leadership in forming a family education network composed of representatives from agencies concerned with family and parenting education. Extension's goal was to make agency personnel aware of all local programs and to reduce the overlap of services.

Once the network was established, agency personnel decided an event was needed to promote parenting concepts, give visibility to available programs, and provide recreation and education to low-income youth.

Fair Organized

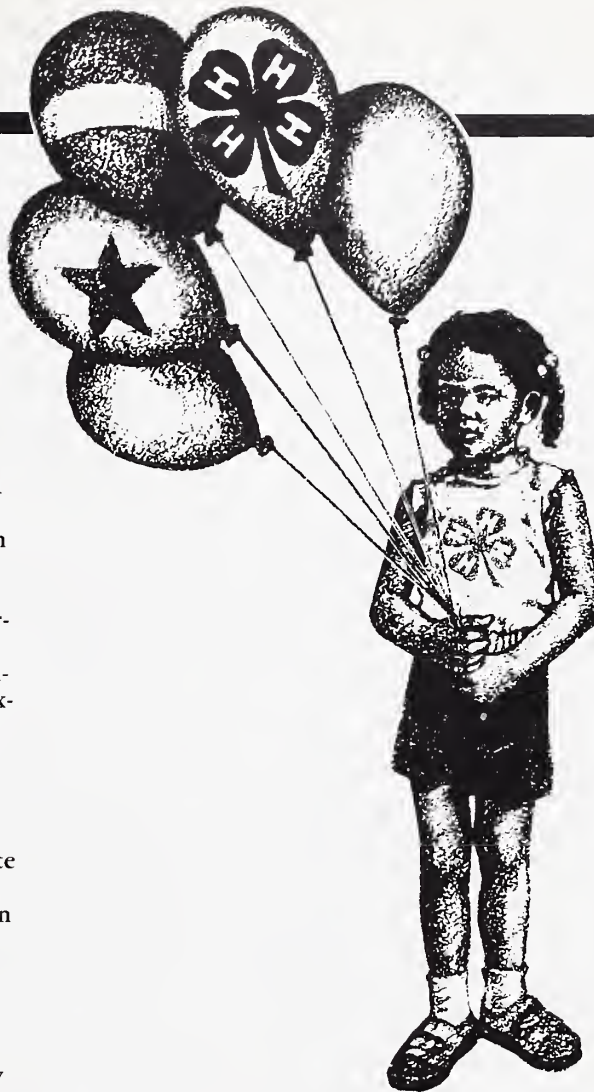
The county Extension home economist agreed to coordinate a special 1-day fair if agency representatives would help conduct the activity and assist with publicity. An expanded Food and Nutrition Education Program aide came up with the theme: "Kids Care Fair."

Officials of a parochial school located in a low-income housing area agreed to provide their facilities for the event. The police department cooperated by closing the street in front of the school to reduce the risk of accidents. Local businesses donated food, drinks, and contest prizes.

Several hundred low-income and minority youths, many accompanied by their parents, enthusiastically participated in activities conducted by more than 40 agency representatives.

Recreational events consisted of break-dancing; a watermelon seed-spitting contest; games for various age groups; and a "stop, drop, and roll" session offered under the guidance of the local fire department.

Educational activities included storytelling for young children, first aid and 4-H club demonstrations, and information sharing on summer reading programs and how to transplant and grow tomato seedlings. Each participant received a tomato seedling for planting at home.



Nancy B. Stevens
Extension Home
Economist
The Pennsylvania
State University,
University Park

Postive Results

One agency representative reported distributing 80 applications for a camp for low-income youth. He was especially pleased since none of the youth had prior knowledge of the camping program. Thirty-eight youngsters showed interest in receiving more information about joining 4-H.

The library's special events coordinator was so pleased with the fair's success that she quickly obtained permission to stage a similar "Kids Care Fair" on the library grounds.

The 1-day fair was extremely valuable to agency representatives. Personnel got to know each other; friendships were formed. This interaction is proving extremely worthwhile in planning current and future social service programs.

With the formation of the network and resulting 1-day educational and recreational event, a hard-to-reach audience responded enthusiastically and numerous agencies easily interacted with clientele. □

Community and Rural Development

...Toward Better Decisionmaking

46 Extension Review

Betty Wells
Extension Sociologist
and
Steven Padgitt
Extension Sociologist
Iowa State University,
Ames

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Many
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A major program direction for those with Extension community and rural development is to “improve decisionmaking related to government operations and the provision of essential public and private community services and facilities.”

Primary audiences for such programs are not limited to elected city councils and county supervisory boards. Most localities have numerous elected and appointed governing boards for libraries, hospitals, and water districts. Local advisory councils—many patterned after Extension councils—make valuable contributions to community decisionmaking. These support boards provide leadership training for community volunteers, some of whom aspire to future elective positions.

Extension sociologists at Iowa State University play an important role by providing state-of-the-art management tools to aid these local decisionmakers. Many members of support groups need this assistance because they have limited skill in policy development. If their organizations face declining resources, they experience a frustration that results in crisis management.

Improving Local Decisions
The Extension sociology unit at Iowa State University developed a two-part programming strategy in an effort to improve local decisions.

First, they incorporated long-range planning concepts into teaching materials in a variety of workshops aimed at elected officials and representatives of support committees and councils.

Second, Extension sociologists served as planning facilitators for individual councils or boards.

Borrowing From Business

Extension sociologists are employing strategic planning models familiar to many businesses.

The use of strategic planning for public decisionmaking bodies in Iowa originated at a series of statewide workshops for county supervisors but attended by other support groups. A major workshop objective of the Extension sociology unit was to sensitize participants to the benefits of proactive, long-range, information-based planning.

Rather, than employing planning strategies, workshop participants described reactive decisionmaking behaviors.

Overwhelmed By Data

Ironically, some participants were overwhelmed by too much data and, as a consequence, were not using any. Such lack of planning was widespread.

Workshop presentations vary from all-day conferences to shorter 2-hour sessions. The longer sessions have been the most successful.

Planning Models

Extension employs a number of planning models in this educational program: step-wise models, hierarchical models, and systems models.

All share essential components—preparing to plan; planning; and integration of planning into operating procedures.

Preparing to plan involves analyzing the environmental content by: (1) internal monitoring; (2) community monitoring; and (3) societal monitoring. Internal monitoring involves self examination. A number of diagnostic instruments are employed as well as an analysis of internal records. Community monitoring consists of needs assessment. The sociology unit often analyzes the pros and cons of

various needs assessment strategies.

Societal monitoring addresses external forces over which groups have little control. Participants may write scenarios (under various assumptions) and project past trends into the future.

Process And Product

The sequence generally established is: (1) mission, (2) goals, (3) objectives, and (4) action steps.

The process of arriving at this document is equally valuable. The mission, sometimes obvious, is too often taken for granted. Councils too seldom ask: “Why do we exist?” Many decisionmaking problems may be attributed to a poorly understood mission or one for which there is no group consensus. In groups where a mission statement exists, it was probably written by past members.

Setting goals requires decisionmakers to sort out personal and collective goals. Workshop leaders often refer to the ancient proverb: “If you don’t know where you’re going, it doesn’t matter what road you take.” Prioritizing these goals is the next step.

There is not necessarily a correct ranking, supporting a corollary to the ancient proverb: “Even if you know where you are going, there may be several roads to get you there.”

Integration of Planning

Planning is successful if it is incorporated into standard operating procedures. A plan should be routinely evaluated and updated.

To help, the Extension sociology unit is developing a resource manual which audiences may use alone or with Extension assistance. The aim is to provide a framework from which participants may build upon initial efforts. □

Rural areas are changing fast, and complex problems have accompanied this rapid transition. The problems of clean water, economic development, appropriate land use, and adequate community services require astute public solutions.

In fact, they require knowledgeable and organizationally skilled public decisionmaking. Extension is aware that today's rural communities critically need leaders, and in response to that need is providing primary direction and coordination to rural leadership program development.

Extension, by contributing staff, operating costs, and educational materials, is helping participants in these leadership programs become important resources for their individual community and state.

Funding

Funding for rural leadership programs of this type began in the mid-1960s when Russell G. Mawby, 1983 Seaman A. Knapp Memorial Lecturer, chair of the board of W.K. Kellogg Foundation, and a former Michigan State University 4-H specialist, saw the need for community leadership.

Now, with help from the W. K. Kellogg Foundation, leadership programs in various curriculum designs are underway in 27 states. And, through other funding sources, such programs are being planned in several other states and a Canadian province.

Generally, these programs have been partnerships between the public and private sectors with funding for the programs coming from individual participants, sponsoring organizations, private contributors, and land-grant institutions.

Strengthening Leadership Skills

Participants for these programs have been recruited and selected from either the agri-

cultural sector of our rural population or from "the rural population." Both groups share a characteristic in common—a commitment to involve themselves in public decisionmaking.

Participants assume new responsibilities and develop new skills—skills that are applicable to issues and problems facing their communities.

Most programs are structured so that participants increase their skills in group dynamics, problem analysis and assessment of alternative solutions, organizational function, and effective community decisionmaking.

The programs seek to strengthen leadership skills and increase understanding of public issues. Emphasis is on increased understanding of government's role—at local, state, national, and international levels—in helping to resolve public issues.

Feedback

Indications are that these leadership programs are effective in developing rural leaders who gets results. A 1979 study of the four original Kellogg-funded rural leadership programs in California, Michigan, Montana, and Pennsylvania found that program participants reported positive changes in leadership self-images and greater involvement in roles requiring leadership skills. And, as a result of these educational programs, participants reported greater effectiveness in their leadership activities. Recent feedback from programs in other states shows similar responses.

Benefits To Local Government

Although none of these programs have been consciously designed to increase participation in local government such

involvement has occurred frequently. Participants have and do campaign successfully for elected political offices or have been appointed to them.

Participants are serving or have served as selectmen, township supervisors, county commissioners, and state legislators. Many participants move from one level of government to other levels. This movement makes it difficult to give an accurate number of participants in each category of local government across the 27 states with rural leadership programs.

Pennsylvania is a good example of program participants assuming leadership roles in different levels of government. An informal tally reveals that six participants currently serve as state legislators, two as chairs of county commissions, several as township supervisors, borough and town council members, and one has executive director of the State Association of Township Supervisors. One believes that a survey of other statewide or regional leadership programs will yield similar numbers.

Program Growth

As the impact of the original W. K. Kellogg sponsored programs is maximized formal leadership participants are helping develop and teach programs and recruit and select new participants.

Cooperative Extension has had and continues to have a significant role in the initial and subsequent leadership programs. Because participants become important resources at every level of government, this educational leadership program deserves continuing national support and active participation. □

*Daryl K. Heasley
Extension Leadership
and Program
Development
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The Pennsylvania
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University Park*

“
***Participants...
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issues and
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facing their
communities.***
”

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